

Protracted Relief and Recovery Operation - Bangladesh 200673

Title: Assistance to Refugees from Myanmar	
Number of beneficiaries	33,000
Duration of project	1 July 2014 to 31 December 2015
Gender Marker Code *	2a
WFP food tonnage	743mt

Cost (United States dollars)	
Food and Related Costs	944,078
Cash and Vouchers and Related Costs	6,023,118
Capacity Development & Augmentation	-
DSC	808,770
ISC	544,318
Total cost to WFP	8,320,284

EXECUTIVE SUMMARY

1. Protracted Relief and Recovery Operation (PRRO) 200673 will assist Rohingya refugees living in Kutupalong and Nayapara camps in Cox's Bazar district, Bangladesh. The majority of the refugees came to Bangladesh during 1991/92 following a wave of sectarian violence in Myanmar. The refugees are dependent on humanitarian assistance for their survival due to official restrictions relating to their movement outside the camps and involvement in income-generating activities.
2. Under this new phase of the PRRO, WFP will continue to safeguard the food security and appropriate nutrition of refugees in Kutupalong and Nayapara camps, pending the renewal of policy dialogue on the Rohingya situation following the publication of the forthcoming national strategy. To achieve this, WFP will provide food assistance to registered refugee households in Kutupalong and Nayapara through an innovative and cost-effective electronic voucher system, which will ensure food consumption while improving dietary diversity. Alongside this, WFP will maintain an established nutrition safety net for treating and preventing acute undernutrition among pregnant women and young children. In addition, WFP will provide school feeding in pre-schools/primary schools, which will encourage school enrolment, attendance and completion, while also reducing short-term hunger and addressing micronutrient deficiencies in children.

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3. The design of the PRRO is anchored in the findings and recommendations of a number of studies carried out in Kutupalong and Nayapara camps, including the 2012 WFP/UNHCR joint impact evaluation¹ and joint assessment mission (JAM). It has also been informed by an in-depth, gender-sensitive consultation process involving refugees and the full spectrum of stakeholders that are operating inside the refugee camps. WFP is providing food assistance to the registered refugees in Kutupalong and Nayapara camps at the invitation of the Government of Bangladesh. The PRRO has been discussed with the Government and is endorsed.
 4. PRRO 200673 supports the United Nations Development Assistance Framework and is aligned to the WFP Strategic Plan (2014-2017), to which it contributes to Strategic Objectives 1 and 4. It also supports the achievement of Millennium Development Goals (MDG) 1, 2, 4 and 5.

SITUATION ANALYSIS

Context

5. WFP in Bangladesh has been providing food assistance since 1992 to a group of Myanmar refugees who are formally registered by the authorities and are residing in two official camps - Kutupalong and Nayapara - located in Cox's Bazar district in the south-west of the country. The refugees – who are all from the Rohingya ethno-linguistic minority – were displaced into Bangladesh during the period from late 1991 to early 1992 following a wave of persecution. The refugee community is conservative and highly patriarchal, though it is increasingly better educated.
6. Since the 1991/92 influx, additional Rohingya refugees have been displaced into Cox's Bazar. A proportion thereof – comprised largely of individuals who could demonstrate that they were the next-of-kin of registered refugees from the original influx – were allowed to join their immediate families in Kutupalong and Nayapara, though they were not formally registered by the authorities owing to a policy shift vis-à-vis registration which took place in 1992 (and which remains in force)². At present, nearly 31,000 refugees in total are living in Kutupalong and Nayapara camps³. In addition, approximately 45,000 unregistered Rohingya are living in two 'makeshift' sites (Kutupalong and Leda), while at least a further 150,000 are believed to be residing in local communities in Cox's Bazar district^{4,5}.

¹ "The contribution of food assistance to durable solutions in protracted refugee situations; its impact and role in Bangladesh: A mixed method impact evaluation" (WFP/UNHCR, 2012)

² "The contribution of food assistance to durable solutions in protracted refugee situations; its impact and role in Bangladesh: A mixed method impact evaluation" (WFP/UNHCR, 2012)

³ UNHCR population statistics (January 2014)

⁴ "States of denial: A review of UNHCR's response to the protracted situation of stateless Rohingya refugees in Bangladesh" (UNHCR, 2011)

⁵ Unregistered Rohingya do not receive assistance under the PRRO. However, non-governmental organizations are provided support to refugees living in the 'makeshift' sites while vulnerable groups in local communities are receiving assistance through the WFP Country Programme for Bangladesh 2012-16.

7. No significant progress has been achieved to date with respect to identifying durable solutions to this crisis in Cox's Bazar and, by now, more than half of the population living in Kutupalong and Nayapara camps were born in Bangladesh⁶. In fact, the prospects for durable solutions have actually worsened over recent years. The feasibility for safe and voluntary repatriation has reduced owing to a resurgence of inter-ethnic conflict over the border in Myanmar. Furthermore, a third country resettlement programme for registered refugees was suspended by the Government in 2010 over concerns that it might be creating a 'pull factor'.
8. Meanwhile, the prospect of local integration in Cox's Bazar remains contentious. It is believed in some quarters that the significant Rohingya presence in the district has had a negative impact on the local population in a number of ways, for example by increasing competition for labour opportunities and natural resources⁷. Officially, refugees are subject to restrictions regarding their movement out of the camps. Those who do venture outside the camps do so at considerable risk – especially women, who are vulnerable to sexual and gender based violence (SGBV)⁸. As a result, women tend to have more restricted mobility even inside the camps, unless – as is the case for female-headed households – they are left with no alternative. Nevertheless, it is also to be noted that there are additional gender and protection risks *within* the household, including domestic violence and forced and early marriage.
9. Notwithstanding these challenges, hopes for renewed policy dialogue on durable solutions to this crisis have been raised through the launch of a new national strategy⁹. At the same time, there is a willingness on the part of Government to go ahead with urgent reforms to the food assistance system in Kutupalong and Nayapara.

The Food Security and Nutrition Situation

10. Food production by the refugees in Nayapara and Kutupalong is extremely limited, accounting for around 5 percent of household food consumption on average¹⁰. Although there have been a number of attempts by the development partners to reverse this trend over the years, efforts have been hampered by tight restrictions on refugee participation in livelihood activities as well as the lack of physical space for cultivation inside the camps¹¹. In contrast, food stocks are plentiful on local markets all year round, both in terms of quantity and variety. The local markets are known to be well integrated with national and regional markets with a high degree of competition between traders, and many refugee households are already using them to access food¹². However, the use of local markets by refugees is limited due to the official restrictions on both movement outside the camps (where the markets are located) and also participation in livelihood activities (which limits household income and hence purchasing power). These constraints disproportionately affect the most vulnerable, especially those households that are female-headed or consist only of elderly persons¹³.

⁶ "States of denial: A review of UNHCR's response to the protracted situation of stateless Rohingya refugees in Bangladesh" (UNHCR, 2011)

⁷ It is to be noted that Cox's Bazar is already a very densely populated area with a large labour surplus and a degraded environment.

⁸ "The contribution of food assistance to durable solutions in protracted refugee situations; its impact and role in Bangladesh: A mixed method impact evaluation" (WFP/UNHCR, 2012)

⁹ The Government shared the strategy with its development partners in February 2014.

¹⁰ Nutrition Causal Analysis (ACF, 2011)

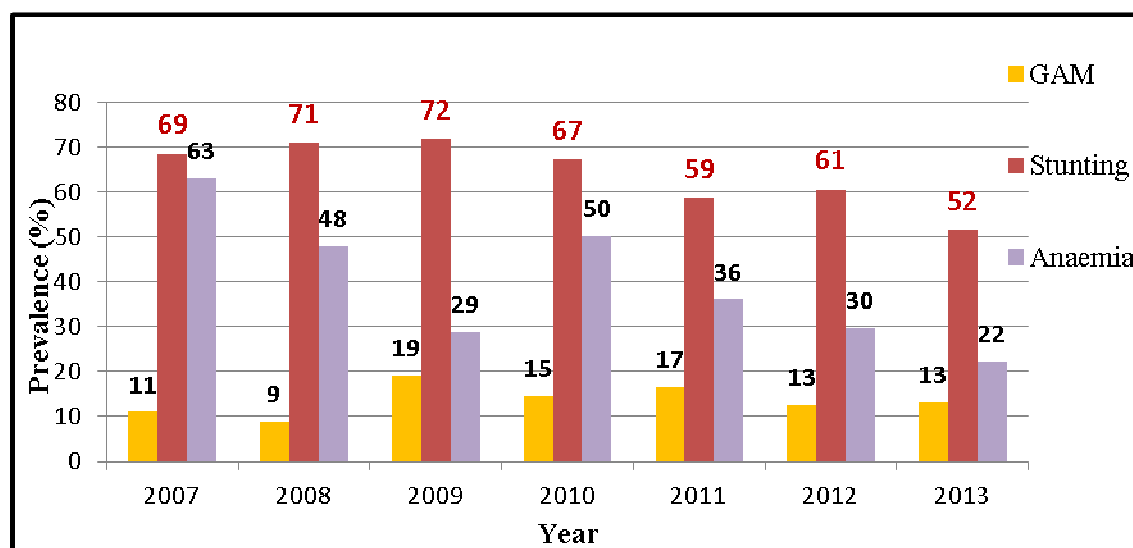
¹¹ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012)

¹² See: "Market Assessment in Teknaf and Ukhiya Upazilas of Cox's Bazar District, Bangladesh" (WFP, 2012)

¹³ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012)

11. As a result, the vast majority of refugee households remain heavily reliant on food assistance¹⁴. However, for a number of reasons, the current system and modality for general food distributions (GFD) has not been an effective instrument for ensuring basic household food insecurity¹⁵. This has meant that most refugee households routinely experience food shortages and have poor dietary diversity, which undermines food and nutrient intake¹⁶. Added to this, a number of contextual factors are aggravating the nutritional situation inside the camps. High levels of psycho-social stress and depression among the adult population – coupled with demographic considerations such as low birth spacing and large family sizes - are believed to be impacting negatively on child caring practices¹⁷. Poor nutrition is further exacerbated by the cramped living conditions, poor sanitation and hygiene practices, and inadequate access to safe drinking water¹⁸.
12. Taken together, these factors have been driving alarmingly and persistently high rates of child undernutrition. Over recent years, the prevalence of chronic undernutrition (as measured through stunting) in Kutupalong and Nayapara has been consistently above the ‘critical’ threshold of 40 percent. The prevalence of acute undernutrition (as measured through wasting) has remained near or above the ‘critical’ threshold of 15 percent for the last 5 years. Micronutrient deficiencies are also endemic, as demonstrated by moderate to high levels of anaemia.

FIGURE ONE
Nutritional status of refugees in Kutupalong & Nayapara camps (2007-13)¹⁹



¹⁴ Nutrition Causal Analysis (ACF, 2011)

¹⁵ The weaknesses associated with the current system and modality for GFD are elaborated in greater detail below.

¹⁶ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012). There are also believed to be gender-related challenges related to the *intra*-household distribution of food resources. No robust data is currently available on this issue. Efforts will be made to obtain further information on this matter in future assessments.

¹⁷ Nutrition Causal Analysis (ACF, 2011)

¹⁸ Nutrition Causal Analysis (ACF, 2011)

¹⁹ UNHCR Annual Nutrition Survey (UNHCR, 2007-2013).

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

Policies, Capacities and Actions of the Government(s)*

13. Bangladesh is not a signatory to the 1951 Refugee Convention. Despite this, the Government is providing residence to all refugees in Kutupalong and Nayapara and has assumed responsibility for the general administration of the camps. It is also providing a number of basic social services to refugees in the camps, with support from UNHCR.
14. Officially, movement outside of the camps is illegal and refugee participation in livelihood activities is discouraged. The Government has, however, permitted refugees in the camps to be provided with food assistance by WFP, though it is yet to decide on providing access to general food distributions (GFD) to those refugees who settled in the camps following the suspension of refugee registrations in 1992²⁰.

Policies, Capacities and Actions of other Major Actors

15. In Kutupalong and Nayapara, UNHCR is working alongside Government on issues such as registration, protection and camp management as well as in the provision of basic services including water, health and pre-primary/primary education²¹. A number of international and national non-governmental organizations (NGOs) are also engaged in the delivery of basic services, including Action Contre la Faim (ACF) and the Bangladesh Red Crescent Society (BDRCS).

Coordination

16. The Ministry of Disaster Management and Relief (MoDMR) is responsible for coordinating assistance to the refugees, through the Myanmar Refugee Cell within MoDMR in Dhaka and the office of the Refugee Relief and Repatriation Commissioner in Cox's Bazar.
17. The United Nations Country Team, comprising the heads of all resident United Nations agencies and chaired by the United Nations Resident Coordinator, meets regularly in Dhaka and discusses refugee matters, as required. Humanitarian agencies working in Kutupalong and Nayapara also meet on a monthly basis to coordinate activities.

OBJECTIVES OF WFP ASSISTANCE

18. The purpose of the PRRO is to safeguard the food security and appropriate nutrition of refugees in Kutupalong and Nayapara camps, pending the renewal of policy dialogue on the Rohingya situation according to the recently shared national strategy.
19. The specific objectives of the PRRO are consistent with WFP's Strategic Objective 1 (Save lives and protect livelihoods in emergencies) and 4 (Reduce undernutrition and break the intergenerational cycle of hunger). The operation will also contribute directly towards MDG 1²², 2²³, 4²⁴ and 5²⁵.

²⁰ UNHCR and the Government of Bangladesh commenced a joint verification exercise in December 2013. It is anticipated that this will lead to a full or partial harmonization of the GOB refugee database (24,076 refugees, as at 31 January 2014) and the UNHCR refugee database (30,889 refugees, as at 31 January 2014).

²¹ The introduction of Grade 6 in the camps was approved by the Government in 2013. UNHCR is now advocating with the Government for the introduction of Grade 7 in 2014.

²² MDG1: Eradicate extreme poverty and hunger

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

20. WFP has been providing food assistance to the refugees in Kutupalong and Nayapara camps since 1992. A number of problems have been identified with respect to the system and modality for GFD, which require urgent attention²⁶. As far as the system is concerned, unresolved challenges related to the registration of refugees by the authorities have meant that food assistance has not been provided to all refugees residing in the camps, and that it is being distributed in a manner which is no longer sensitive to the structure of the refugee community²⁷. As far as the modality is concerned, in-kind assistance is no longer considered to be fit for purpose. There has been widespread dissatisfaction with the in-kind food aid assistance, which has been driving refugees to sell or barter the less preferred items in the general food basket - especially the imported pulses (“yellow split peas”) - on local markets which, in turn, enables them to access locally available, preferred food items such as lentils (“mushur dal”), vegetables and spices²⁸. The pressure to address the dissatisfaction with the general food basket intensified significantly following WFP’s corporate shift from food aid to food assistance and the resulting integration of alternative food assistance modalities into the agency’s toolkit²⁹.
21. Despite this challenge, some strengthening of the food assistance package being provided to refugees has taken place. One such improvement has been the introduction of a comprehensive nutrition safety net consisting of blanket supplementary feeding for all pregnant and lactating women (PLW) and children aged 6-23 months and backstopped by targeted supplementary feeding for treating moderate acute malnutrition (MAM) in children aged 6-59 months³⁰. A recent study has confirmed that there are no concerns regarding the selling or bartering of the specialized foods distributed under this safety net³¹. Available nutritional data indicates that this safety net will need to be maintained for the foreseeable future, though there is a need to enhance its contribution to *prevention* through increased engagement of parents and stronger behavioural change communication (BCC)³². Another positive development has been the introduction of school feeding at all pre- and primary schools in the

²³ MDG2: Achieve universal primary education

²⁴ MDG4: Reduce child mortality

²⁵ MDG5: Improve maternal health

²⁶ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012); “The contribution of food assistance to durable solutions in protracted refugee situations; its impact and role in Bangladesh: A mixed method impact evaluation” (WFP/UNHCR, 2012).

²⁷ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012)

²⁸ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012)

²⁹ Corporately, WFP is now committed to considering three possible transfer modalities - food (in-kind), cash or voucher – and to select the most appropriate one, based on a rigorous analysis of the context and the cost-effectiveness of each. In other words, food (in-kind) assistance is no longer being used as the *default* modality.

³⁰ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012)

³¹ “Utilization of Fortified Blended Food (Supercereal/Supercereal Plus) Distributed in Kutupalong and Nayapara Refugee Camps in Cox’s Bazar, Bangladesh” (WFP 2013)

³² The mid-term findings from a transfer modality research initiative in Bangladesh that is currently being implemented jointly by WFP and the International Food Policy Research Institute (IFPRI) indicate that good quality BCC combined with transfer payments is a very effective means of preventing child stunting. See: “Which Form of Safety Net Transfer is Most Beneficial? Impacts on Income, Food Security, and Child Nutrition” (IFPRI, 2013).

camps. This acts as an incentive for school enrolment, attendance and completion, and has contributed to the achievement of gender parity³³. Furthermore, school feeding provides a much needed daily micronutrient boost to the students.

Strategy Outline

22. In the next phase of the PRRO, those components of the food assistance system that are no longer fit-for-purpose – notably, the system for general distributions – will be substantively reformed, while those components which remain extremely relevant – notably the nutrition safety net and school feeding - will be maintained and strengthened.
23. In response to the alarmingly high levels of food insecurity and undernutrition in Kutupalong and Nayapara, the PRRO has a strong focus on life-saving. Under its first objective – “save lives and protect livelihoods in emergencies” – the operation will provide general distributions to all refugee households (albeit through a more cost-effective modality) while, in parallel, maintaining the existing nutrition safety net for those household members who are at the most vulnerable stage of the life-cycle with respect to undernutrition.
24. *General voucher distributions.* Refugee households will be provided with general distributions to ensure basic household food and nutrition security. In line with the practice that has been observed in Kutupalong and Nayapara to date, the level of assistance provided through general distributions will be sufficient to cover the food and nutrition needs of refugee households. However, under this PRRO the *modality* of assistance will be switched from in-kind to voucher. This is in direct response to the strong demand within the refugee community for a change in food assistance modality, which was expressed during an intensive consultation process carried out during the period 2012/13³⁴. Cash was not considered as a transfer modality due to the Government’s concerns that it might create an additional ‘pull factor’ for Rohingyas living in Myanmar and lead to other socio-economic problems inside the camps.
25. Analysis indicates that the new voucher modality will be significantly more cost-effective than in-kind food distributions, in the sense of maintaining the nutritional value of the previous assistance package while being less costly to deliver. It will also eliminate systemic inefficiencies related to the selling of non-preferred commodities by beneficiaries, by providing refugees with access to the type of food they want to eat, including those which are rich in micronutrients (such as vegetables, fruit and dried fish). However, there will be additional benefits beyond cost-effectiveness. The voucher modality will provide more flexibility to refugees, by giving them greater choice with respect to what foods they consume and when they can access their entitlements. Furthermore, it is expected to have positive ‘spill-over effects’ on the local economy, by providing a significant and predictable amount of business to locally-based food traders.
26. *Nutrition safety net.* All PLW and children aged 6-23 months will be provided with blanket supplementary feeding (BSF), irrespective of nutritional status. BSF will provide an essential ‘buffer’ against acute and chronic undernutrition within this

³³ Gender-disaggregated data shows that in 2013 girls' enrolment and attendance was slightly higher than boys overall. See: “PRRO 200142 Standard Project Report 2013” (WFP, 2013).

³⁴ Focus group discussions (FGD) on this topic were conducted as part of the WFP and UNHCR Joint Assessment Mission of December 2012. These were subsequently followed up with a second round of FGD in January 2014.

particularly vulnerable group. The programme – which will be operated out of established facilities in the refugee camps – will provide beneficiaries with a take-home ration³⁵ consisting of a premix of Supercereal and fortified vegetable oil for PLWs and Supercereal Plus for children aged 6-23 months³⁶. In addition to the provision of food, PLWs and parents/care-givers of children will receive nutrition messaging at the facility, which will be periodically followed up through home visits in order to ensure that recommended practices and behaviour are adopted. Alongside this, community nutrition messaging will be targeted at the broader refugee community (including men), in order to maximise the impact on prevention³⁷.

27. In parallel to this, regular and systematic household screening of all children aged 6-59 months will be carried out in the camps. Those children who are found to be moderately malnourished will be enrolled onto a targeted supplementary feeding (TSF) programme³⁸. TSF will provide an additional safety net for those children who – despite the provision of assistance as outlined above - are continuing to experience acute undernutrition³⁹. The TSF programme will be operated out of established facilities in the refugee camps. It will provide parents/care-givers with a take-home ration consisting of Supercereal Plus⁴⁰, as well as nutrition messaging both at the centre and during home visits. However, follow up with clients at the household level will be more intense and regular than the BSF, and clients will also be provided with complementary assistance as needed – notably, medicines (e.g. de-worming tablets). Children will remain on the programme until they are no longer malnourished⁴¹.
28. In addition, and under its second objective – “reduce undernutrition and break the intergenerational cycle of hunger” – the PRRO will help to ensure that all refugee children of pre-school age (3-5 years) and primary school-age (6-11 years) are accessing the education services currently available inside the camps.
29. *School feeding*. All children who are attending the pre and primary schools in the camps will be provided with a daily ration of micronutrient-fortified high energy biscuits (HEB). Besides encouraging enrolment and attendance, the HEB will help to

³⁵ The selling of food assistance by refugees (as highlighted in paragraph 20) does not affect take-home rations that are being provided on BSF and TSF, but rather only to that which has been provided in the general food ration. This has been confirmed in a recent study: “Utilization of Fortified Blended Food (Supercereal/Supercereal Plus) Distributed in Kutupalong and Nayapara Refugee Camps in Cox’s Bazar, Bangladesh” (WFP 2013)

³⁶ Pregnant women will also receive calcium, iron and folic acid from UNHCR.

³⁷ Nutrition messaging will cover a range of different topics, including care during pregnancy and lactation, infant and young child feeding practices, health and hygiene.

³⁸ Those children who are found to be *severely* malnourished will be enrolled onto a parallel therapeutic feeding programme, which is being financed by UNHCR and implemented by its partner NGO. This arrangement has been in existence for many years and has been formalized through a memorandum of understanding signed between all agencies involved.

³⁹ Those children aged 6-59 months who are found to be severely malnourished will be enrolled into a parallel therapeutic feeding programme, which is being financed by UNHCR and implemented by its partner NGO.

⁴⁰ A locally produced Complementary Food Supplement (CFS) is currently being tested, with results expected late 2014. If successful, this could potentially be introduced in the camps in the future.

⁴¹ Defined as the point at which: 1) the child exceeds -1 SD Z-score weight-for-height; 2) has a mid-upper arm circumference (MUAC) of 125 mm or more and; 3) maintains both 1 and 2 for two consecutive weeks.

the overall nutritional status of the child and reduce short term hunger which, in turn, will improve attentiveness in the classroom⁴².

Hand-Over Strategy

30. Given the *impasse* that currently exists at the policy level on durable solutions to the Rohingya crisis in Cox's Bazar, programming options for the refugees in Kutupalong and Nayapara remain very limited. However, it is acknowledged that new options may emerge following the publication of the forthcoming national strategy. Accordingly, this PRRO has a time-frame of 18 months only. This will provide sufficient time for WFP to continue meeting urgent humanitarian needs and also to implement much needed reforms to the system for general distributions in the camps, whilst leaving an opportunity for further review of the food assistance strategy to take place in mid-2015.

BENEFICIARIES AND TARGETING

Activity		Boys/Men	Girls/Women	Total	Number of feeding days per year
General voucher distributions		15,840	17,160	33,000	365
Nutrition safety net	Blanket supplementary feeding	1,320 children aged 6 to 23 months	1,380 children aged 6 to 23 months	2,700	365
	Blanket supplementary feeding		2,800 PLWs	2,800	365
	Targeted supplementary feeding	2205 children aged 6-59 months	2295 children aged 6-59 months	4,500	365
School feeding		5,700	6,300	12,000	288
TOTAL		15,840	17,160	33,000	

31. *General voucher distributions.* The beneficiary figure of 33,000 has been calculated based on the most recent population figure for Kutupalong and Nayapara⁴⁴, accounting for an average population growth rate of 2.09 percent⁴⁵ and taking into account attrition related to deaths and out-migrations⁴⁶. In light of the tight restrictions that prevail on movement outside the camps as well as refugee engagement in livelihood activities, assistance is considered a humanitarian imperative and will, therefore, be provided to all individuals on a universal basis irrespective of their socio-economic

⁴² "Impact Evaluation of School Feeding in Bangladesh" (Tango International, 2011)

⁴³ Table 2 reflects the total number of beneficiaries planned to be reached over the entire operation (18 months). For each component, the actual number of beneficiaries being reached at any point in time will be less than indicated in Table 2.

⁴⁴ UNHCR population statistics and population projections (December 2013)

⁴⁵ UNHCR population statistics and population projections (December 2013)

⁴⁶ UNHCR population statistics and population projections (December 2013)

profile. The refugee population in Kutupalong and Nayapara is comprised of 48 percent males and 52 percent females⁴⁷.

32. *Nutrition safety net.* For the BSF component, the beneficiary figure of 2,700 children aged 6-23 months and 2,800 PLWs has been calculated based on the most recent population statistics for PLWs and children aged 6-23 months in Kutupalong and Nayapara⁴⁸, accounting for an assumed population growth rate within this group of 2.09 percent⁴⁹. Assistance for this component will be provided upon confirmation of pregnancy status (for pregnant women) and age (for infants aged 6-23 months). For the TSF component, the beneficiary figure of 4,500 has been calculated based on a combination of demographics, recent GAM prevalence rates and admission rates during the previous PRRO period. Assistance for this component will be provided upon detection of MAM through MUAC and Weight-for-Height screening⁵⁰. Nutrition messaging will be delivered to PLW, parents/caregivers of assisted children and to the community more broadly, with both women and men included.
33. *School feeding.* The beneficiary figure of 12,000 has been calculated based on projected figures by UNHCR and its education partners⁵¹, based on current enrolment, attendance and demographic data. Assistance will be provided to all children who are attending pre-schools and primary schools. Gender parity has been achieved in primary enrolment and attendance, and as such, this component will be gender neutral.

⁴⁷ UNHCR population statistics and population projections (December 2013)

⁴⁸ UNHCR population statistics and population projections (December 2013)

⁴⁹ UNHCR population statistics and population projections (December 2013)

⁵⁰ Defined as the point at which: 1) the child exceeds -1 SD Z-score weight-for-height; 2) has a mid-upper arm circumference (MUAC) of 125 mm or more and; 3) maintains both 1 and 2 for two consecutive weeks.

⁵¹ UNHCR's education partners are: Save the Children, Village Education Resource Centre (VERC) and Research Initiatives Bangladesh (RIB).

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)					
	General voucher distribution	Nutrition safety net			School feeding
		Blanket supplementary feeding		Targeted supplementary feeding	
		(PLW)	(Infants 6-23 months)		
Supercereal ⁵²		225			
Supercereal Plus ⁵³			214.3	214.3	
Fortified vegetable oil		20			
High energy biscuits					50
Voucher (US\$/person/day)	0.31				
TOTAL	0.31	245	214.3	214.3	50
Total kcal/day		1035	859	859	225
% kcal from protein ⁵⁴		14.3	18.1	18.1	10.7
% kcal from fat ⁵⁵		29.1	22.4	22.4	30.0
Number of feeding days per year	365	365	365	365	288
Number of feeding days per beneficiary	548	270	365	120	432

⁵² Supercereal rations have been set marginally higher than the WFP standard. This is in view of the need to preserve calorie (as well as micronutrient) intake for PLWs during the period of time required for WFP to make the significant transition from food transfers to the voucher system in the camps. Furthermore, the marginally higher Supercereal rations are intended to compensate for marginal calorie loss resulting from the product arriving premixed with sugar (which means that supplementary sugar rations are no longer being provided to PLWs along with the blended food).

⁵³ Supercereal Plus rations are distributed in 1.5kg packets, which are distributed to care-givers every 7 days.

⁵⁴ Percentages provided for the voucher are based on an assumed consumption pattern. In practice, consumption patterns may vary depending on how the beneficiary chooses to redeem his/her entitlement.

⁵⁵ Percentages provided for the voucher are based on an assumed consumption pattern. In practice, consumption patterns may vary depending on how the beneficiary chooses to redeem his/her entitlement.

Commodity Type / Cash & voucher	General voucher distribution	Nutrition safety net	School feeding	Total	
				Food (mt)	Voucher (US\$)
Supercereal		172		172	
Supercereal Plus		329		329	
Fortified vegetable oil		15		15	
High energy biscuits			227	227	
Cash/voucher (US\$)	5,865,718				5,865,718
TOTAL	5,865,718	516	227	743	5,865,718

34. The refugees in Kutupalong and Nayapara have been heavily dependent on food assistance since their arrival in Bangladesh, though some are already accessing limited amounts of food from local markets.
35. There are no major constraints to food storage and preparation at household level. UNHCR supplies cooking fuel to all refugee households. Safe drinking water is also accessible in both Kutupalong and Nayapara, though it does not meet the full daily requirements of households⁵⁶.
36. *General voucher distributions.* For the general distribution, a voucher has been selected in view of the strong demand for change that exists within the refugee community for greater choice, the voucher's demonstrable cost-effectiveness (vis-à-vis in-kind assistance) as well as other added benefits related to flexibility for the beneficiary and market stimulation. The value of the voucher has been fixed at a level which is sufficient to cover the food and nutrition needs of refugees, bearing in mind the expressed preferences of refugees and their likely consumption choices⁵⁷, and taking into account the availability and prices of foods on local markets. It will be comparable in terms of macro and micro nutrients to the previous in-kind assistance⁵⁸.
37. *Nutrition safety net.* Rations for the BSF and TSF components are a supplementary ration to the food assistance provided by the general voucher distribution. Ration sizes are based on Supplementary Feeding Programme guidelines for take-home rations (includes provision for sharing).
38. *School feeding.* The ration for school feeding is enough to provide around 15 percent of the energy needs of a school-age child and significant proportion of a child's daily micronutrient needs.

⁵⁶ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012). UNHCR are working to increase availability of drinking water in Nayapara, where water shortage is a serious concern.

⁵⁷ This was determined in the FGDs that took place as part of the 2012 JAM and which were repeated in a follow-up round of consultations in early 2014.

⁵⁸ The voucher will provide refugees with access to the following food types: rice; lentils; fortified vegetable oil; salt; dried fish; vegetables (various); fruit (various); spices (various)

IMPLEMENTATION ARRANGEMENTS

Participation

39. The design of the PRRO has been informed by a series of rigorous studies undertaken in 2012 – notably, the WFP/UNHCR joint impact evaluation⁵⁹ and the WFP/UNHCR joint assessment mission⁶⁰. The studies both involved a significant amount of face-to-face, gender-sensitive consultations with refugees in Kutupalong and Nayapara. Following this, an additional round of direct consultations was carried out with refugees (including with women-only groups) in early 2014 regarding the proposed voucher modality. These consultations focussed on food preferences and consumption habits, which enabled WFP to design a voucher that provides access to preferred foods they prefer. Consultations also focussed on possible gender and protection risks⁶¹. This enabled WFP to design implementation arrangements which will not exacerbate existing gender inequalities or compromise the safety or integrity of entitlement-bearers. In this latter regard, food traders will be invited to establish shops within the perimeters of Kutupalong and Nayapara, meaning that refugees will not be required to move outside the camps in order to access their entitlements. Furthermore, each trader will be required to have at least one female staff member in the shop. These features will minimize protection risks, especially for women. Added to this, the design of the system will prevent long queues from forming at the shops by enabling beneficiaries to access their entitlement when they wish, and also working through multiple traders in each camp. This will ensure that the distribution process is orderly and dignified⁶².
40. Refugees already participate actively in the day-to-day running of Kutupalong and Nayapara. For instance, male and female refugees are mobilized into “block committees”⁶³ and are also represented in the overarching Camp Management Committee (which is made-up of elected female and male camp leaders). WFP will ensure the refugees play an active role in the provision of food assistance. Food Management Committees (FMC)⁶⁴ will be mobilized to monitor the quality and price of food being provided to refugees by traders. To ensure that FMCs are able to perform this function effectively, WFP will work in collaboration with the Government, UNHCR and other partners to provide the necessary reorientation and training.

⁵⁹ “The contribution of food assistance to durable solutions in protracted refugee situations; its impact and role in Bangladesh: A mixed method impact evaluation” (WFP/UNHCR, 2012)

⁶⁰ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012)

⁶¹ Gender and protection risks are described in detail in the report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012), as well as the reports: Refugee Consultations Bangladesh (UNHCR/Centre for Refugee Research (UNSW)/Foundation House, March 2007); Age, Gender and Diversity Mainstreaming Participatory Assessment Report (UNHCR, March 2012); and States of Denial (UNHCR, 2011)

⁶² This was a recognized challenge associated with the existing in-kind food assistance system, which forced refugees to spend long hours queuing for food. See also: Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012)

⁶³ Each camp is geographically divided into 7 blocks.

⁶⁴ Since 2009 a refugee Food Management Committee, equally composed of male and female members, has been selected by the refugees in each camp to monitor and facilitate food distribution, especially for women and groups with special needs, such as the elderly and those with special needs.

Partners and capacities

41. WFP and UNHCR have a long-standing partnership in Kutupalong and Nayapara. The two agencies meet on a regular basis in Cox's Bazar to facilitate effective coordination.
42. *General voucher distributions.* Local traders will be engaged by WFP to distribute food to the refugees. Traders will be selected through a screening process, whereby matters such as the capacity of the trader to deliver the required volumes of food and also their ability to ensure food safety will be taken into consideration⁶⁵. Once the selection of traders is finalized, WFP will provide additional orientation to them to ensure that they have the capacity needed to manage the programme. In addition, WFP will engage an NGO partner to monitor distributions (alongside the FMCs), as well as a technically competent entity for the purpose of ensuring food safety⁶⁶.
43. *Nutrition safety net / school feeding.* The nutrition safety net and school feeding components of this PRRO are a continuation of activities that have been running for a number of years already. They are being implemented by NGO partners, which already have the operational and technical capacity - as well as the functional working relationships – needed to run the programme effectively.

Procurement

⁶⁵ Traders will be contractually obliged to source food commodities from food surplus regions and/or large markets at the national level, to avoid contributing to localized inflation.

⁶⁶ The Bangladesh Standards and Testing Institution (BSTI) sets the standards for food safety. WFP will appoint a qualified inspection company to monitor these standards. WFP will also collaborate with the Institute of Food, Science, and Technology – under the Bangladesh Institute of Scientific and Industrial Research – to test food samples. WFP may also utilize the services of laboratories outside of Bangladesh for this purpose.

44. The PRRO will be implemented in a manner that is fully in line with WFP's corporate procurement procedures. For the general voucher distributions, local traders will be recruited through a competitive tendering process. For the nutrition safety net and school feeding components, foods will be sourced both nationally and internationally through competitive tendering⁶⁷.

Logistics

45. Imported food commodities will be handed over to the Government of Bangladesh at Chittagong port. The Government will undertake customs clearance, handling and transportation to the extended delivery point (EDP), which is also managed by the Government. WFP pays the landside, transport, storage and handling (LTSH) agreed rate to the Government. For locally procured food commodities, the vendor will deliver to the same EDP on Delivery at Point (DAP) terms.

46. Transportation of the commodities from the EDP to final distribution points (FDPs) in the camps will be arranged by a WFP-appointed transporter selected through a competitive tendering process and/or to the co-operating partners. The co-operating partners will receive the food at FDPs and arrange for distribution to the beneficiaries.

47. Based on the above arrangement, the landside, transport, storage and handling (LTSH) rate is budgeted at USD55.51/mt. The LTSH rate will be reviewed periodically, and at least every six months as per WFP standard practice.

Transfer modalities

48. *General voucher distributions.* An electronic voucher ("e-voucher") delivery mechanism will be used⁶⁸. Under the system, a smart-card will be registered in the names of *both* a female and a male adult member of the household⁶⁹. Entitlements will be loaded directly onto the smart card by WFP on a monthly basis using digital technologies. During the month, refugees will be able to redeem their entitlements at a number of shops that will have been set up inside the refugee camps (in consultation with Government authorities). The refugee will be able to select food commodities, as and when required and up to the ceiling of their entitlement. In order to access their entitlement, refugees will be required to confirm their identity through a verification of biometric data (fingerprints) and also photo. Shop-keepers will record information related to the distribution to the refugee⁷⁰ using a Point of Sale (PoS) terminal provided by WFP. WFP will effect regular payments to the traders, based on transaction reports that have been automatically generated from the system.

49. The system includes a number of in-built security features, which will increase transparency. The use of bio-metric data will enhance the process for identifying the entitlement-bearer prior to distribution, minimizing leakage. Furthermore, it will be impossible for the refugee or shop-keeper to tamper with the electronic information that is stored on the smart-card, or for credit to be transferred from one refugee household to another. At the same time, any credit that is left on the smart-card at the

⁶⁷ Supercereal, Supercereal Plus and fortified vegetable oil is procured internationally, while it is expected that the micronutrient fortified biscuits will be procured locally.

⁶⁸ The corporate SCOPE system will be used.

⁶⁹ FGD discussions conducted by WFP in early 2014 revealed that – for a number of reasons - the preference among women in such circumstances is for the card to be registered in the name of both themselves and their husbands.

⁷⁰ Notably, the type and amount of commodities distributed, plus the associated credit that has been deducted from the smart-card of the refugees

end of the month will automatically be erased, preventing the entitlement from being used for purposes other than intended.

50. *Nutrition safety net / school feeding.* For the food-based components of the PRRO, WFP will work closely with its current partners to deliver the programme with existing, tried-and-tested institutional arrangements.

Non-Food Inputs

51. Complementary work will be carried out by Government, UNHCR and NGO partners. This will include activities to address other causes of undernutrition, such as ensuring water supply and sanitation; provision of out-patient and in-patient health services; treatment of severe acute malnutrition (SAM); provision of shelter, cooking fuel and other non-food items.

52. Table 4 lists other actors whose activities contribute to the overall success of the WFP operation.

Table 4: Camp Agencies and Activities	
Agency	Activities
Action Contre la Faim	Nutrition, psycho-social counselling, water and sanitation (Kutupalong)
Bangladesh Red Crescent Society	Non-food distribution
District Controller of Food	Food movement and storage at Local Supply Depots
Handicap International	Support for persons with disabilities
Ministry of Health and Family Welfare	Health
Refugee Relief and Repatriation Commissioner	Camp management, law and order, administration, shelter, water and sanitation (Nayapara)
Research Training and Management International	Reproductive health, community services
Technical Assistance Incorporated	Community services, adult education, skills training
Save the Children	Education
Research Initiatives of Bangladesh (RIB)	Early childhood development, pre-Primary education
Village Education Resource Centre	Pre- and Primary Education
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.

PERFORMANCE MONITORING

53. WFP will carry out rigorous output and process monitoring for the activities in this PRRO. This will be led by a team of dedicated staff, who are located permanently in Cox's Bazar and who make regular site visits to Kutupalong and Nayapara. WFP staff will use established checklists and tools to document their observations and will regularly review and discuss the findings from their monitoring visits in the sub-office. Issues arising which require further action will be systematically documented and tracked, until they are resolved. Furthermore, in accordance with WFP's in-country monitoring and evaluation procedures, monthly output and process monitoring reports will also be sent by the sub-office to the WFP country office in Dhaka to ensure that senior management are kept abreast of programme performance issues.
54. The introduction of a new electronic platform for the general distributions will also enable real-time, direct monitoring of distribution data by WFP from its country office. This will enable WFP to know whether distributions to refugees are taking place and also - critically - to observe the manner in which refugees are using their entitlements (which is necessary, in order to understand whether the new voucher-based system is contributing towards improved dietary diversity).
55. Evidence from a market assessment confirms that a strong supply chain exists locally and traders will have the capacity to meet demand,⁷¹ WFP will closely monitor the traders' performance at the retail and supply chain level to ensure there is a reliable supply of commodities in terms of quality and quantity. WFP staff will regularly monitor the traders' shops, including stock levels, buffer stock and expected arrivals. This will be cross-checked against the projected demand for commodities, based on an analysis of distribution data, site observations and consultations with refugees. Traders will be required to submit reports on expected and actual arrivals. This information will be monitored by WFP logistics to ensure the supply chain is reliable and adequate to meet expected demand.
56. WFP will also monitor programme outcomes through a number of different mechanisms. For the general voucher distributions, food consumption and dietary diversity will be reviewed on an annual basis as part of the annual UNHCR-led nutrition survey⁷². For the nutrition safety net, coverage (for BSF) and a number of MAM treatment performance indicators (for TSF) will be monitored closely by the NGO cooperating partners during the course of implementation. And for school feeding, attendance and retention rates will be recorded by pre-schools/primary schools and will be reviewed and reported upon on an annual basis by WFP.

RISK MANAGEMENT

57. The proposed switch in modality from in-kind to voucher is being made on the basis of a sound and thorough risk analysis. It has also helped to identify appropriate risk mitigation measures which have informed design of the new distribution system, including the use of e-vouchers (which have a number of security features to prevent misuse or misallocation) and the opening up of shops inside the camps (which will

⁷¹ "Market Assessment in Teknaf and Ukhiya Upazilas of Cox's Bazar District, Bangladesh" (WFP, 2012)

⁷² The UNHCR annual nutrition survey will also provide critical data on nutrition indicators such as wasting and stunting rates, which will help to *infer* programme impact in terms of improving nutrition inside the camps.

minimize gender and protection risks for entitlement-holders and those who help them to access their entitlements).

58. An in-depth market analysis has confirmed that the risk of the voucher programme contributing to localized inflation is extremely negligible⁷³. WFP will nonetheless conduct regular monitoring of the availability, quality and prices of food commodities on local markets in Cox's Bazar to ensure that the programme is not inadvertently creating upward pressure on food prices.

59. For those components of the programme which are being delivered through in-kind assistance, WFP will maintain established systems for ensuring food safety and also preventing misuse. In order to do this, it will work closely with Government, cooperating partners and also FMCs.

Security Risk Management

60. Cox's Bazar district is Security Level 2 (low). WFP is part of the United Nations Country Security Plan and the Area Security Plan. Cox's Bazar district has a designated Area Security Coordinator who provides regular security updates to the WFP security focal. The Country Office is compliant with Minimum Operating Security Standards (MOSS) and telecommunications standards.

APPROVAL

..... Date:.....

Ertharin Cousin
Executive Director

Drafted by: [name] Country Office
Cleared by: [name] Country Office on [date]
Reviewed by: [name] Regional Bureau
Cleared by: [name] Regional Bureau on [date]
Reviewed by: [name] Regional Bureau Support (OMO)

⁷³ Report from the 2012 Joint Assessment Mission (UNHCR/WFP, 2012)

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
<i>Food Transfers</i>			
Cereals	-	-	944,078
Pulses	-	-	
Oil and fats	15	13,845	
Mixed and blended food	728	805,638	
Others	-	-	
Total Food Transfers	743	819,483	
External Transport		27,488	
LTSH		41,246	
ODOC Food		55,861	
Food and Related Costs ⁷⁴		-	
C&V Transfers		5,865,718	6,023,118
C&V Related costs		157,400	
Cash and Vouchers and Related Costs		-	-
Capacity Development & Augmentation		-	-
<i>Direct Operational Costs</i>			6,967,196
Direct support costs (see Annex I-B)			808,770
Total Direct Project Costs			7,775,966
Indirect support costs (7.0 percent) ⁷⁵			544,318
TOTAL WFP COSTS			8,320,284

⁷⁴ This is a notional food basket for budgeting and approval. The contents may vary.

⁷⁵ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
WFP Staff and Staff-Related	
Professional staff *	163,040
General service staff **	242,560
Danger pay and local allowances	-
Subtotal	405,600
Recurring and Other	59,550
Capital Equipment	8,700
Security	35,000
Travel and transportation	199,920
Assessments, Evaluations and Monitoring⁷⁶	100,000
TOTAL DIRECT SUPPORT COSTS	808,769

* Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV

** Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff - General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime

⁷⁶ Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.

ANNEX II: LOGICAL FRAMEWORK

MAP

Please ensure that:

- The map is fully legible at this scale (i.e. A4).
- The map is legible in black and white.

ACRONYMS USED IN THE DOCUMENT

[Note: Include acronyms for UN agencies, MDGs and UNDAF even if they appear only once in the document.]

ANNEX IV - [LTSH-matrix](#)

ANNEX V - [Project Budget Plan](#)

ANNEX VI - [Project Statistics](#)

