

## BUDGET INCREASE TO PROTRACTED RELIEF AND RECOVERY OPERATION: 200673

**Title of the project: Assistance to Refugees from Myanmar**

**Start date:** 01/07/2014 **End date:** 31/12/2015 **Extension period:** Jan-Dec 2016

**New end date:** 31/12/2016

Total revised number of beneficiaries	34,000		
Duration of entire project	30		
Extension/Reduction period	12		
Gender market code	2a		
WFP food tonnage	2,425		
<b>Cost (United States dollars)</b>			
	<b>Current Budget</b>	<b>Increase</b>	<b>Revised Budget</b>
Food and Related Costs	1,537,209	544,615	2,081,824
Cash and Vouchers and Related Costs	5,885,311	4,325,389	10,210,700
Capacity Development & Augmentation	-	-	-
DSC	916,989	1,317,939	2,234,928
ISC	583,766	433,156	1,016,922
<b>Total cost to WFP</b>	<b>8,923,275</b>	<b>6,621,099</b>	<b>15,544,374</b>

<b>Cost (United States dollars)</b>			
	<b>Current Budget</b>	<b>Increase</b>	<b>Revised Budget</b>
Food Transfer	1,364,128	448,655	1,812,783
C&V Transfer	5,556,411	4,131,389	9,687,800

### NATURE OF THE INCREASE

1. The proposed Budget Revision foresees:
  - (i) A one year extension-in-time from 1 January to 31 December 2016;
  - (ii) An increase of 1,000 beneficiaries over the extension period to reflect the refugee population's expected growth to 34,000 in 2016;
  - (iii) A realignment of Direct Support Costs (DSC) and Landside Transport Storage and Handling (LTSH) costs.
2. The proposed revision will enable WFP to continue safeguarding the food security and nutrition of refugees in Cox's Bazar until the end of 2016, while undertaking planning for its new Country Strategy Document.

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## JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

### Summary of Existing Project Activities

3. Since 1992, WFP Bangladesh has provided food assistance to Rohingya refugees living in Kutupalong and Nayapara camps in Cox's Bazar district. The majority of these refugees came to Bangladesh during 1991/1992 following a wave of sectarian violence in Myanmar. The refugees are dependent on humanitarian assistance for their survival due to official restrictions on their movement outside the camps and also on their involvement in income-generating activities.
4. Currently, food security data indicates that only 51% of households have an acceptable Food Consumption Score (49% of female- and 53% of male-headed households). 26% of households have good dietary diversity (26% of female- and 27% of male-headed households).
5. Women who venture outside the camps do so at considerable risk including of sexual and gender based violence (SGBV). 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.
6. Currently, assistance is provided under PRRO 200673. The specific objectives of the Operation are:
  - Improved food consumption and nutritional intake within registered refugee households;
  - Reduced level of malnutrition among targeted refugee children and women; and
  - Increase access to education for registered refugee boys, girls and adolescents.
7. The design of the PRRO was informed by an in-depth, gender-sensitive consultation of all stakeholders. Additional consultations were held with refugees (including with women-only groups) in early 2014 on the proposed change in modality from in-kind to voucher distributions. WFP used these consultations to introduce a number of measures to ensure the gender sensitivity of its assistance. Refugees are able to redeem the vouchers at shops within the camps, minimizing protection risks arising from movement outside the camps. The FoodCard is registered in the name of the female head of household, along with two alternates and camp Management Committees include both male and female leaders.
8. The PRRO 200673 activities include:
  - General Voucher Distribution – 33,000 refugees are provided with general distributions through an electronic voucher system (the “FoodCard”). With the FoodCards, the refugees can purchase a range of 18 different food items according to their families’ needs and preference selected to ensure basic household food security and nutrition. The introduction of this new modality in October 2014 was in line with the recommendations of a number of internal and external reviews and replaced in-kind distributions of food baskets consisting of rice, pulses and fortified oil which

had been prevailing for over 20 years. 17,160 women and girls and 15,840 men and boys are supported through the General Voucher distribution.

- Nutrition Safety Net – the nutritional status of vulnerable groups is maintained through (i) blanket feeding to all 2,800 Pregnant and Lactating Women (PLW) and children aged 6-23 months irrespective of nutritional status (1,320 boys and 1,380 girls); (ii) targeted supplementary feeding to those children who are continuing to experience acute undernutrition (2,205 boys and 2,295 girls).
- School Feeding – all 5,700 boys and 6,300 girls attending the pre-primary and primary schools in the camps are provided with a daily ration of micronutrient-fortified biscuits. Besides encouraging enrolment and attendance, the biscuits help to improve the overall nutritional status of the child and reduce short-term hunger which, in turn, improves attentiveness in the classroom.

### **Reasons for Extension and Budget Increase**

9. The one-year extension-in-time is proposed for a number of reasons:
10. First, despite hopes for renewed policy dialogue on durable solutions to the crisis in Cox's Bazar raised by the launch of the national strategy in March 2014, implementation of the strategy has been slow and the policy environment has not evolved as anticipated. Some progress should nonetheless be acknowledged such as the designation of the International Organization for Migration as the coordinator of humanitarian assistance in Cox's Bazar, which has enabled the expansion of the international presence in the district.
11. However, no significant progress has been achieved to date with respect to durable solutions to this crisis and in fact related prospects have actually worsened. In particular, the feasibility for safe and voluntary repatriation has reduced owing to a recent resurgence of ethnic tension targeted at Rohingya 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'. Therefore, more time is needed before the full potential of the national strategy can be realised. In this environment, a continuation of WFP's current approach remains appropriate.
12. Second, the Country Office is starting a strategic review process leading to the development of a new Country Strategy by the end of 2016, when the Bangladesh Country Programme is also ending. The one year PRRO extension would thus allow to synchronise the planning processes for both operations taking account of the findings of the upcoming strategic review.
13. In addition, given that the CP operates in host communities adjacent to the camps, where both Bangladeshi citizens and unregistered Rohingya reside and where food security and nutrition indicators are comparable to those in the official camps, it is also preferable to plan interventions for the camps and host communities in a single, coherent process.
14. Finally, the extension in time would also allow the Country Office to benefit from a series of assessment ahead of the formulation of its next operation including:
  - The Joint Assessment Mission (JAM) with United Nations High Commission for Refugees (UNHCR) planned for March 2016.
  - In-depth review of the effectiveness and impact of the FoodCard electronic voucher system. Indeed, given the delayed introduction of the FoodCard due to issues encountered with the technical platform, more time is required to analyse the impact

of the new modality on food security; diet diversity; and refugees' purchase; consumption and selling behaviours; as well as gender-related behaviours such as the roles of men and women in household food purchase decisions. These assessments are meant to take place in early 2016 to inform the JAM.

15. The proposed increase in beneficiary numbers for the general voucher distribution - from 33,000 in 2015 to 34,000 in 2016 - is based on the observed growth rate in the camp population. Previously, the Government of Bangladesh had not permitted the registration of new born refugees. Following the introduction of the FoodCard, WFP is now permitted to register them and the number of beneficiaries will henceforth reflect the actual refugee population living in Kutupalong and Nayapara camps of Cox's Bazar district.
16. The proposed revision of the Direct Support Costs to take effect in September 2015 reflects:
  - i) A readjustment in national staff salary as per actual costs; and
  - ii) A rebalancing of the staffing structure between CP 200243 and PRRO 200673 to account for the fact that a number of Country Office staff from a cross-section of business areas also support the PRRO. As such, a certain percentage of their time has been transferred to the PRRO DSC budget as also reflected in the September 2015 budget revision to CP 200243.
17. The proposed revision of the LTSH costs to take effects in September 2015 reflects:
  - iii) The inclusion of USD3/mt for commodity insurance as per corporate requirements;
  - iv) The reduction in overall tonnage given the switch in modality from GFD to vouchers.

### **Conclusion and Recommendations of the Re-Assessment**

18. Not Applicable – no reassessment has been carried out.

### **Purpose of Extension and Budget Increase (applicable for all projects)**

19. The budget revision will extend all three activities (Food Voucher Distributions, Nutrition Safety Net and School Feeding) under the current PRRO for 12 months, effective from 1 January until 31 December 2016.
20. The activities will be implemented in line with the approved PRRO with no change in implementation strategy or expected outcomes. There will be no change in the modality of the food transfers.

<b>TABLE 1: BENEFICIARIES BY ACTIVITY [OR COMPONENT]</b>										
<b>Activity</b>	<b>Category of beneficiaries</b>	<b>Current</b>			<b>Increase / Decrease</b>			<b>Revised</b>		
		<b>Boys / Men</b>	<b>Girls / Women</b>	<b>Total</b>	<b>Boys / Men</b>	<b>Girls / Women</b>	<b>Total</b>	<b>Boys / Men</b>	<b>Girls / Women</b>	<b>Total</b>
General food distributions		15,840	17,160	33,000				15,840	17,160	33,000
General voucher distributions		15,840	17,160	33,000	400	600	1,000	16,240	17,760	34,000
Nutrition safety net	Blanket supplementary feeding	1,320 children aged 6 to 23 months	1,380 children aged 6 to 23 months	2,700				1,320 children aged 6 to 23 months	1,380 children aged 6 to 23 months	2,700
	Blanket supplementary feeding		2,800 PLWs	2,800					2,800 PLWs	2,800
	Targeted supplementary feeding	2,205 children aged 6-59 months	2,295 children aged 6-59 months	4,500				2,205 children aged 6-59 months	2,295 children aged 6-59 months	4,500
School Feeding		5,700	6,300	12,000				5,700	6,300	12,000
<b>TOTAL</b>		<b>15,840</b>	<b>17,160</b>	<b>33,000</b>	400	600	1,000	<b>16,240</b>	<b>17,760</b>	<b>34,000*</b>

\* Specify in a footnote the number of beneficiaries who will receive cash and vouchers (if applicable).

\*\* In case the budget revision with extension-in-time, the Increase/Decrease columns should indicate the beneficiaries to be assisted during the extended period.

21. Describe changes in modalities of food/cash transfer to beneficiaries (if applicable).

<b>TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)</b>						
	General voucher distribution	General Food distribution	Nutrition safety net			School feeding
			Blanket supplementary feeding		Targeted supplementary feeding	
			(PLW)	(Infants 6-23 months)		
Revision	No revision	No revision	No revision	No revision	No revision	
Rice		450				
Pulses		40				
Veg.Oil		20				
Sugar		10				
Salt		10				
Supercereal <sup>1</sup>		50	225			
Supercereal Plus <sup>2</sup>				214.3	214.3	
Fortified vegetable oil			20			
High energy biscuits						50
Voucher (US\$/person/day)	0.33					
<b>TOTAL</b>	<b>0.33</b>	<b>580</b>	<b>245</b>	<b>214.3</b>	<b>214.3</b>	<b>50</b>
<b>Total kcal/day</b>		<b>2 190</b>	<b>1035</b>	<b>859</b>	<b>859</b>	<b>225</b>
% kcal from protein <sup>3</sup>		9.18	14.3	18.1	18.1	10.7
% kcal from fat <sup>4</sup>		10.74	29.1	22.4	22.4	30.0
Number of feeding days per year	365	60	365	365	365	288
Number of feeding days per beneficiary	913	60	270	527	120	748

<sup>1</sup> 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 ration are no longer being provided to PLWs along with the blended food).

<sup>2</sup> Supercereal Plus rations are distributed in 1.5kg packets, which are distributed to care-givers every 7 days.

<sup>3</sup> 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.

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## FOOD REQUIREMENTS

22. Table 2 reflects the additional and total food quantity required for the proposed revision.

<b>TABLE 3: FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY [OR COMPONENT]</b>				
<b>Activity [or Component]</b>	<b>Commodity<sup>5</sup> / Cash &amp; voucher</b>	<b>Food requirements (mt) Cash/Voucher (USD)</b>		
		<b>Current</b>	<b>Increase / Decrease</b>	<b>Revised total</b>
General voucher distributions	Voucher (in US\$)	\$5,556,411	\$4,131,389	\$9,687,800
General Food Distribution	Commodity	1,187	-	1,187
Nutrition safety net	Commodity	516	344	860
School feeding	Commodity	227	151	378
<b>TOTAL</b>	Voucher	US\$5,556,411	US\$4,131,389	US\$9,687,800
	Commodity	1,930	495	2,425

### Hazard / Risk Assessment and Preparedness Planning

23. 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 resources. A key emerging risk for the PRRO is policy-related: the Government of Bangladesh has publicly stated that the Kutupalong and Nayapara camps in Cox's Bazar district would be moved to a new site, Hatiya Island. Hatiya is not considered a suitable site for habitation. The relocation would pose considerable risks to the food security and nutrition situation of the refugees and create a complex new set of humanitarian challenges. However, it is not expected that such a move would eventuate in the near future and certainly not within the duration of the proposed extension-in-time.

Approved by:

\_\_\_\_\_  
Ertharin Cousin  
Executive Director, WFP

\_\_\_\_\_  
Date

*Drafted by:* Bangladesh Country Office  
*Cleared by:* [name] Country Office on 03-September 2015  
*Reviewed by:* [name] Regional Bureau  
*Cleared by:* [name] Regional Bureau on [date]  
*Reviewed by:* [name] Regional Bureau Support (OMO)

<sup>5</sup> Please only present overall food requirement. Do not split by commodity.

## ANNEX I-A

<b>PROJECT COST BREAKDOWN</b>			
	<b>Quantity (mt)</b>	<b>Value (US\$)</b>	<b>Value (US\$)</b>
<i>Food Transfers</i>			
Cereals	-	-	
Pulses	-	-	
Oil and fats	10	10,976	
Mixed and blended food	485	437,679	
Others	-	-	
<b>Total Food Transfers</b>	<b>495</b>	<b>448,655</b>	
External Transport		14,404	
LTSH		49,235	
ODOC Food		32,321	
<a href="#">Food and Related Costs [1]</a>			<b>544,615</b>
C&V Transfers		4,131,389	
C&V Related costs		194,000	
<b>Cash and Vouchers and Related Costs</b>			<b>4,325,389</b>
<b>Capacity Development &amp; Augmentation</b>			<b>-</b>
<i>Direct Operational Costs</i>			4,870,004
Direct support costs (see Annex I-B)			1,317,939
<b>Total Direct Project Costs</b>			<b>6,187,943</b>
<a href="#">Indirect support costs (7,0 percent)[2]</a>			433,156
<b>TOTAL WFP COSTS</b>			<b>6,621,099</b>



## ANNEX I-B

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>WFP Staff and Staff-Related</b>	
Professional staff *	774,382
General service staff **	225,712
Danger pay and local allowances	-
<b>Subtotal</b>	<b>1,000,094</b>
<b>Recurring and Other</b>	51,749
<b>Capital Equipment</b>	16,100
<b>Security</b>	20,000
<b>Travel and transportation</b>	219,996
<a href="#">Assessments, Evaluations and Monitoring[1]</a>	10,000
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1,317,939</b>

\* 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

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**Annex II: Summary of Logical Framework of Bangladesh PRRO 200673**

**Attached separate documents from COMET**

MAP



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## **ACRONYMS USED IN THE DOCUMENT**

CP	Country Programme
DSC	Direct Support Costs
FoodCard	WFP Bangladesh e-voucher
HEB	High-energy Biscuit
JAM	Joint Assessment Mission
PLW	Pregnant and Lactating Women
PRRO	Protracted Relief and Recovery Operation
UNHCR	United Nations High Commissioner for Refugees

**ANNEX IV - [LTSH-matrix](#)**

**ANNEX V - [Project Budget Plan](#)**

**ANNEX VI - [Project Statistics](#)**