



World Food Programme

A Report from the Office of Evaluation



*Full Report of the 'Real Time'
Evaluation of WFP's Reponse to the
Indian Ocean Tsunami*

Rome, September 2005

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Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.



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Aurelie Larmoyer (Junior Professional Officer/Office of Evaluation) provided appreciable support for pre-mission documentation retrieval and research, synthesis of situation reports and task force notes for the record, review of background reports and documentation etc. She was also responsible for drafting the timeline of key events attached to this report.

¹ In addition, an independent consultant based in Nairobi, Stephanie Maxwell, undertook a "mini-RTE" of WFP's response to the tsunami in Somalia, under the guidance of the evaluation manager and of Romain Sirois, OEDE Evaluation Officer, who was responsible for a separate Somalia PRRO evaluation. Her report is annexed to this full report.



Acronyms

ACF	Action Contre la Faim (NGO)
AHD	Human Resources Division/WFP HQ
ALNAP	Active Learning Network for Accountability and Performance
ARI	Acute respiratory tract infection
AAR	After Action Review
BMI	Body mass index
BULOG	Indonesia's national logistics/procurement agency
CAP	Consolidated appeal process
CD	Country Director (WFP)
CFW	Cash for work
COMPAS	Commodity tracking system (WFP)
CO	Country Office (WFP)
CP	Country Programme (WFP)
CSB	Corn-soya blend – a micro-nutrient fortified blended food
DDU	Delivered duty unpaid (a procurement term)
DED	Deputy Executive Director
DFID	Department for International Development, UK
DSC	Direct support costs (WFP)
ECW	Enhanced commitments to women (WFP)
EMOP	Emergency Operation
ENA	Emergency needs assessment
ERR	Emergency Response Roster (WFP)
ERT	Emergency Response Team (WFP)
FAO	Food and Agriculture Organization (of the United Nations)
FFA	Food for assets
FFT	Food for training
FFW	Food for work
FITTEST	Fast intervention telecommunications outfit, based in Dubai
FOB	Free on board (a shipping term)
FSO	Field security officer
GA	Government agent (senior district level official in Sri Lanka)
GAM	Global acute malnutrition
GD/GFD	General (food) distribution
GoI	Government of Indonesia
GoSL	Government of Sri Lanka
GS	General service staff member (WFP)
HF	High frequency (radio)
HR	Human resources
IASC	Inter-agency Standing Committee
IAET	Inter-agency Emergency Telecommunications
ICVA	International Council of Voluntary Agencies
IDP	Internally displaced person



IFRC	International Federation of the Red Cross and Red Crescent Societies
ILO	International Labour Organization
IOM	International Organization for Migration
INGO	International non-governmental organization
IRA	Immediate Response Account (WFP)
IP	Implementing partner
IRC	International Refugee Committee
LTSH	Land-side transport, storage and handling (a WFP cost category)
LTTE	Liberation Tigers of Talim Ealem
M&E	Monitoring and evaluation
MCH	Maternal-child health
MCN	Maternal-child nutrition
MoD	Ministry of Defence (Sri Lanka)
MoH	Ministry of Health
MOSS	Minimum Operating Standards for Security (UN)
MoU	Memorandum of Understanding
MPCS	Multi-purpose Co-operative Societies (Sri Lanka)
MRRR	Ministry for Relief, Rehabilitation and Reconciliation (Sri Lanka)
MSWWA	Ministry of Social Welfare and Women's Affairs (Sri Lanka)
MT/MTN	Metric ton/metric ton net (= 1,000 kilogrammes)
NFIs	Non-food items
NGO	Non-governmental organization
OCHA	Office for the Co-ordination of Humanitarian Assistance (UN)
ODB	Regional Bureau for Asia (WFP)
ODOC	Other direct operating costs (a WFP budget cost category)
OEDE	Office of Evaluation (WFP)
PMI	Indonesian Red Cross
PRRO	Protracted Relief and Recovery Operation (WFP)
RNA	Rapid needs assessment
RTE	Real-time evaluation
SAM	Severe acute malnutrition
SENAC	Strengthening emergency needs assessment capacity (WFP)
SBA	Stand-by agreement (partner providing short-term staff to WFP)
SF	School feeding
SFP	Supplementary feeding programme
SHP	Satellite health post (Indonesia)
SO	Special Operation (a WFP operational category)
SOPs	Standard Operating Procedures
TDY	Temporary duty status/travel duty (mission)
TFP	Therapeutic feeding programme
TAFOR	Task Force for Relief, Sri Lanka
TAFREN	Task Force for Rebuilding the Nation, Sri Lanka
TNI	Indonesian military
TNT	Mail and courier multinational and a WFP corporate partner
TRO	Tamil rehabilitation organization
UN	United Nations



UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNHAS	United Nations Humanitarian Air Service, managed by WFP
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNJLC	United Nations Joint Logistics Centre
VAM	Vulnerability, Analysis and Mapping (WFP)
VHF	Very high frequency (radio)
WORA	Women of reproductive age
WFP	World Food Programme
WGET	Working group on emergency telecommunications
WHO	World Health Organization (UN)
WINGS	WFP's information network/global system



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Executive Summary

The first objective defined for the EMOP was *'to save lives by preventing a deterioration in the nutritional status of vulnerable children and mothers, which could lay them open to disease'*. The evaluation found that WFP's food aid, promptly mobilized in the days following the tsunami, and implemented by highly committed staff, made a major contribution to the achievement of this objective, even though initially WFP was only one of many agencies bringing in food and other supplies. Very few deaths were reported due to malnutrition or disease following the tsunami.

It has proven more difficult to achieve the second objective of the EMOP, namely *'To promote the rehabilitation of housing, community infrastructure and livelihoods'* at least within the over-optimistic timescale proposed in some of the initial planning documents. The objective implies that food aid would be used for a variety of food for work (FFW) activities in support of rehabilitation. Some of the reasons why the second objective could not be achieved include the choice of the governments of Indonesia and Sri Lanka to continue general distributions for longer than anticipated, a reconstruction process that will take much longer than originally envisaged and a relief environment that makes problematic the use of food for work, because of widespread free general distributions, as well as numerous donor or NGO-sponsored cash for work programmes (some of which paid relatively generous daily wages, which made the WFP nutritional requirements based daily food-for-work rations unattractive).

Nonetheless, food aid has provided a vital safety net and an appreciable income transfer to displaced people in both countries.

There is a consensus that WFP showed itself to be stronger on logistics than on programming and stronger on assessments than on monitoring. A major reason behind the initially weak programmatic response was WFP's inability to mobilise sufficient numbers of experienced staff with an appropriate programming background. Even where such staff could be deployed, they were often not in posts long enough to be really effective.

Linked to this the evaluation found that there has been an excessive degree of job specialisation in WFP over recent years and there is a need for more senior staff with a broad range of programming and management skills to be deployed, especially in field offices and sub-offices.

WFP also needs to review how it allocates staff between different locations. There were often too many staff in the Country Offices and too few staff with sufficient experience and seniority at the field office and sub-office levels. Insufficient



attention was paid to the real cost of high staff turnover, with the related loss of institutional memory and difficulties of maintaining key external relationships, as well as diluting accountability.

In addition to this weakness in programming, neither WFP nor its partners were able to give sufficient priority to post-distribution monitoring in both countries. In Sri Lanka WFP's options in relation to fine-tuning its response were limited by the strong role of government in general distributions. In Aceh, however, WFP's own initial assessment suggestion of planning a more varied and targeted programme, taking into account the conditions in different districts after the initial three months, had not yet been implemented.

In large scale operations such as the one under review, there is a tendency for front line staff to spend disproportionate amounts of time on internal and operational issues, resulting in too little time for broader programming activities and strategic thinking, especially building and maintaining relationships with key external stakeholders.

The evaluation supports the need for all staff to be fully aware of security issues, but found that security regulations impeded the emergency response in significant ways and that an excessive number of complex security rules meant that staff could only work effectively by sometimes ignoring them. WFP should advocate for a full-scale review of the way in which security is implemented across the UN system.

Regarding the management of the emergency operation, WFP's Task Force, using teleconferencing between staff in different locations, was initially helpful but quickly became too large and its meetings too long. The Task Force also tried unsuccessfully to combine decision-making and information sharing functions, although its functioning improved over time, especially following the creation of sectoral working groups in mid-January.

In order to strengthen WFP's response to future large-scale emergencies, the organisation should establish a Senior Emergencies Manager function in Rome, with the objective of deploying global assets and ensuring the implementation of best practice. Since global decisions may have to be made urgently about how WFP's assets, like airplanes, are to be deployed, the emergency management function cannot be delegated to regional level. In any future emergency of this scale this person should have full authority of the senior DED.

In relation to finance, WFP's decision to develop a regional, rather than a country level EMOP, while a rational decision, meant that some Country Offices did not have a clear picture of direct support cost budgets until May. This made operational decision-making harder at the country and field office levels.

Despite concerted efforts by the Country Offices, cash flow management has been a significant problem, particularly in Aceh, and there have been delays in paying staff, partners, daily labourers and contractors. Current financial systems in the field



appear to be inappropriate for efficient cash flow in emergencies and it is recommended that these systems be urgently reviewed.

The operation has been well funded, with contributions of US\$267.5 million being confirmed by early May 2005 (four months or so after the start of the operation) compared to overall needs for the core Emergency Operation and three supporting Special Operations of US\$271 million (for an extended one year period, to end December 2005). The importance of corporate partners and donors (who provided support both in cash and in in-kind services) is noted in this report.

Local and regional food procurement has been an important feature of the operation. In both Indonesia and Sri Lanka there have been significant local purchases, particularly of the staple commodity, rice. Against estimated initial regional requirements of 127,689 tons for the February to July period, by the end of February WFP had already purchased, mostly regionally or locally (with smaller amounts from outside the region) a total of 72,491 tons of foodstuffs worth US\$29.3 million – i.e. some 57% of the estimated regional requirements for the period. Local purchases were being prioritised for the remaining six months of the year at the time of the RTE mission's visit to the region in May/June.

Regarding logistics, there is an urgent need for WFP to clarify both UNJLC's role and its relationship with WFP. Currently there is ambiguity over the extent to which the common services for which WFP takes responsibility are really 'common' to the UN system and the wider humanitarian community, with a suspicion in other UN Agencies, not usually justified, that when WFP is in control of these services, its own staff and consultants tend to be the priority users. In relation to the provision of air assets in Aceh, the response of UNHAS was problematic for reasons which were not always within UNHAS' control. This is now being separately reviewed.

WFP's overall logistical response was strong, but, as noted above, it could have been more effective if more robust human resources and finance systems had been in place. The evaluation felt that much investment has gone into the production of comprehensive Manuals on all aspects of Emergency Preparedness and Response, but that field staff need simpler, briefer, Standard Operating Procedures.

WFP should introduce a simple but complete "office-in-a-box" with all the forms and the basic office equipment that is needed to set up an operation of this type.

In relation to COMPAS (WFP's computerized commodity tracking system) WFP needs a simple standard spreadsheet which can be used before the full system is set up, as it took too long for the complete new COMPAS 2 system to be set up. Given the importance of food tracking for WFP, this requires a higher management priority.

Communications were rapidly and impressively set up, but they faced initial finance and human resources constraints. There is a need for ICT to develop quick, mobile satellite (VSAT) systems for sub-office deployments in emergencies.



Full Report of the 'Real Time' Evaluation of WFP's Response to the Indian Ocean Tsunami



1. Introduction/Background

1.1 Introduction

A powerful earthquake measuring 9.1 on the Richter scale struck off the coast of Aceh Province/Sumatra in Indonesia at 08:00 hours local time on 26 December 2004, setting off a series of large tsunamis across the Indian Ocean region. Tidal waves, up to fifteen metres in height, had the most devastating impact on the city of Banda Aceh, but quickly spread across the Indian Ocean to Thailand, Myanmar, Sri Lanka, India, the Maldives, Somalia and other countries of East Africa. After a month, the toll from the tragedy was estimated at some 260,000 people dead and missing in the regional countries affected, with the highest number of victims being recorded in Indonesia.² In addition, around two million people are considered to have been affected, either directly or indirectly, by the disaster.

The drama and huge geographical scope of the event itself, its swift communication across the world and its widespread impact on local people as well as tourists, all resulted in an unprecedented international response. By June 2005 it was estimated that NGOs around the world had raised a total of US\$1.5 billion, compared to about US\$600 million raised by the UN system. One consequence of this was an unprecedented flow of relief goods that quickly congested key airports such as Banda Aceh and Colombo. This was followed by an influx of individuals and NGOs with varying levels of expertise and experience of this kind of disaster.

The aim of this report is to evaluate WFP's response to the tsunami, primarily at the Regional Bureau level and in Indonesia and Sri Lanka, but with reference also to Somalia, where a separate "mini-RTE" was undertaken by an independent consultant contracted by WFP.

1.2 Methodology

The major methods used for this evaluation included individual interviews with key actors, in particular WFP staff, the Governments of Indonesia and Sri Lanka, other UN agencies and international and local NGOs. These were supplemented by interviews and informal group discussions with those who suffered the disaster and key informants, including a number of local officials and local leaders.

In order to do justice to the 'real time' aspect of this evaluation it would have been ideal if the team had been able to start its work at an earlier stage in the relief operation. One constraint facing all the agencies, however, including WFP has been the large number of missions and delegations visiting the worst affected areas.³ This made it difficult for WFP to host the full RTE mission until May 2005, five months after the tsunami.⁴ Two team members (the OEDE evaluation manager and the logistics consultant) did undertake a preparatory visit to the Asia

² More recent figures are somewhat lower and estimate 176,630 dead, 49,778 missing and some 1.9 million affected. Source: Brussels/Centre for Research on the Epidemiology of Disasters, July 2005.

³ Not all visitors and missions were of direct practical use to the operations and it has been suggested that a prioritization of visitors should be made at a central level. In practice, such visits by high profile or celebrity visitors may be difficult to avoid, given corporate pressure to accommodate them.

⁴ In practice, WFP was one of the first agencies to undertake an evaluation of the tsunami response, however. At the time of writing (mid-2005) many other agencies are still at the planning stage.



region in February to prepare for the full mission and gain awareness about the major operational and logistical issues facing WFP at that stage.

The RTE team included a team leader (consultant), two further consultants who focused on logistics and nutrition issues and the OEDE evaluation manager, who focused on internal management issues. It is felt that this combination of skills and experience enabled it to have a higher degree of engagement with operational staff than would have been possible had it been an entirely external team. The team participated both collectively and individually in a number of meetings with WFP staff and its key implementing partners at all the locations visited, and gave feedback on its initial findings. The team also reviewed a large number of documents both from WFP and other agencies, most of which are listed in Annex H.

The discussions with beneficiaries presented the team with some ethical issues. In both countries the survivors of the tsunami in the more accessible locations face frequent visits from different researchers, and the questions that these researchers ask can both revive painful memories of the tsunami and raise expectations of future international assistance. In spite of this the team found that people who had gone through the tsunami were usually ready to share their experiences and that there was a remarkable consistency in the information they provided.

In both countries the RTE took place shortly after detailed needs assessments, which included in-depth interviews with beneficiaries. The RTE made use of the findings of these assessments. The purpose of the field visits was for the team to gain its own insights into the perceptions and concerns of both beneficiaries and 'non-beneficiaries' and to compare these findings with these more detailed and structured assessments.

1.3 The Context and Origins of the Emergency

The scale of the 2004 tsunami was far beyond the experience of all the countries it affected. While there have been many smaller earthquakes, localised tsunamis and volcanic eruptions in Indonesia, including the devastating eruption of Krakatoa in 1883, Sri Lanka had not experienced a tsunami of this magnitude for almost two thousand years.

While there is scope for improved early warning technologies and heightened community awareness for coping with future tsunamis, earthquakes and related tsunamis continue to be the least predictable of all natural disasters. With floods, cyclones, hurricanes, and volcanic eruptions a degree of warning is now possible in most countries. Even with a sophisticated early warning system it may be challenging to estimate whether or not an earthquake will spark off a damaging tsunami on nearby coasts, let alone on those thousands of miles away. If such systems can be designed, installed, and maintained there is a considerable risk that peoples' responses will be distracted by the same kind of false tsunami warnings that resulted from the Nias earthquake on 29 March 2005.

In contrast to many of WFP's emergency operations the natural disaster occurred in a region with relatively strong government mechanisms in place to manage the immediate response. Early on, the governments of India and Thailand made it clear that they could handle the situation on their own.⁵ With limited impact on Myanmar, only a modest level of external

⁵ Although in both countries WFP provided limited assistance for the first few months – see Annex F to this report for details.



assistance was required and this was terminated by end June 2005. In the Maldives those affected and in need were quite high as a percentage of total population, but overall needs were not large. The Sri Lankan government required some augmentation to its logistics and programming capability. Relief needs were highest in Aceh Province of Indonesia, where the remoteness of northern Sumatra and the degree of damage to the infrastructure, both physical and human, required a more sustained assistance programme. Even here, the operation was under the overall control of the Government of Indonesia (GoI).

Initially it was harder for Indonesia to make a coherent response in Aceh, given the scale of destruction, the long distance between Banda Aceh and Jakarta, and a lack of clarity about the division of roles and responsibilities amongst different government agencies. The strong presence and role of the military was also an important factor.

The worst affected areas of Indonesia and Sri Lanka are also conflict areas. United Nations agencies and most international NGOs have not had a presence in Aceh since May 2003, due to an insurgency led by the Aceh Independence Movement (GAM). At the time of the tsunami the only international agencies with a presence in the area were the International Office of Migration (IOM) and Save the Children (SC)-UK.

In Sri Lanka, many of the worst affected areas on the east coast are either fully or partially controlled by the Tamil Independence Movement (LTTE), which has had an internationally monitored ceasefire agreement, or Memorandum of Understanding (MOU), with the Government of Sri Lanka (GoSL) since February 2002. Given the long years of civil conflict, Sri Lanka has developed a relatively tightly controlled system of government, which is well prepared to respond to major challenges and gives a prominent role to the Ministry of Defence (MoD).

1.4 The Impact of the Tsunami

The full impact of the tsunami has been documented elsewhere.⁶ Due to the scale of the damage to government infrastructure and communications systems in Banda Aceh, it was some time before the full extent of the devastation became apparent, and it was three days before the GoI declared a national disaster. Even then it was many weeks before it was possible to make accurate estimates of the numbers of people dead and missing. The total figure for dead and missing throughout northern Sumatra was thought to be about 250,000⁷, but various figures have been put forward and the exact figure may never be known. In Sri Lanka the number of dead and missing has remained near the original estimates of 30,000 dead and 7,100 missing.

Disproportionate numbers of women and children died in all affected areas – both because men tended to be away from home when the tsunami struck, and in the case of fishing communities, many more men than women traditionally learn to swim. Given the scale of destruction and the extent of trauma, the RTE team felt that some of the initial estimates about the speed of recovery, including psychological recovery, were over-optimistic for both countries.

⁶ See Annex H for relevant documents.

⁷ FAO/WFP Food Supply & Demand Assessment – May 2005.



Secondly the tsunami had an immediate impact on livelihoods. All economic sectors along the coastal areas of Indonesia and Sri Lanka were highly affected. In Aceh the fisheries sector used to employ 100,000 people and represented 6.5 percent of the GDP of the province prior to the tsunami. Deaths and casualties amongst families dependent on fishing were particularly high and productive assets, including boats, nets and docks were almost totally destroyed. About 150 km of road along the coast from Banda Aceh to Meulaboh collapsed, impeding access to the western coast and seriously disrupting commerce and communication.

There was a similar picture in Sri Lanka where about 70 percent of the fishing fleet and related infrastructure was destroyed.

A feature of this kind of disaster is that the general statements about its impact conceal huge differences between areas, and between different households in these areas. As the recent FAO/WFP report makes clear, in Indonesia there were rather different effects on different areas, with the greatest loss of life on the west coast. The east coast was not only damaged itself but also had to contend with a major influx of IDPs. In Sri Lanka the 'affected' population included both people who had lost family members, houses, and livelihoods, and those whose lives had not been so immediately affected, but who lived near enough to the sea to be able to claim that they had also been '*touched by the water*'.

1.5 WFP's Regional Response

The tsunami struck at a difficult time for WFP's Asia regional bureau in Bangkok (ODB), as many senior staff were on leave, including the Regional Director and his Deputy. The staff members of the Regional Bureau in Bangkok were prompt in setting up coordination arrangements on the day of the tsunami (a Sunday), however. They also arranged for the deployment of Bangkok staff to assist the operation in Indonesia in the first phase, including the deployment of the Bangkok-based Regional Emergency Preparedness Advisor as the first WFP Senior Emergency Coordinator in Aceh.

The first assessment in Aceh, carried out by an UNDAC team that included one WFP staff member, faced considerable problems of access. Its initial figure that 500,000 had been affected or displaced was increased in consultation with the GoI to 800,000 affected people at the first food aid co-ordination meeting in Banda Aceh.

Box 1: The United Nations tsunami appeal – January 2005.

The total UN appeal, launched in Jakarta by the UN Secretary-General in early January 2005, was for US\$977 million. This represented the collective efforts of over 40 humanitarian partners on the ground, including UN agencies and NGOs, to meet the emergency needs of about five million people over a six months' period. WFP's initial emergency operation aimed to assist two million people over the same period of time. At this time overall beneficiary numbers and needs were still tentative, however.

Given the great public and media interest in the tsunami there was considerable pressure on WFP to put out an appeal quickly. The decision to go for a single, regional appeal, rather than a country-based appeal was logical given the regional (and inter-regional) impact of the tsunami and WFP's regional management structure. A regional approach also provided ODB with a



higher degree of flexibility. Nonetheless, the regional EMOP had both internal and external costs. The regional EMOP caused some difficulties for COs in informing governments and donors about WFP's exact contributions to each country, as well as difficulties in explaining to some donors the rationale behind a regional, rather than country-specific land-side transport, storage and handling (LTSH) rate. For the Sri Lanka Country Office the use of the higher regional LTSH rate appeared to be a particular problem.

WFP's Regional Emergency Operation (EMOP) 10405⁸ was approved on 3/4 January 2005 by the WFP Executive Director and the Director-General of FAO and aimed to assist up to two million people for a period of six months (January to June 2005). Its objectives, which form the basis for this evaluation, were as follows:

- 1 To save lives by preventing a deterioration in the nutritional status of vulnerable children and mothers, which could lay them open to disease; and
- 2 To promote the rehabilitation of housing, community infrastructure and livelihoods.

WFP planned to deliver 169,315 tons of foodstuffs at a total cost, including overheads, of some US\$185 million. Two Special Operations on logistics and air services supported the EMOP. WFP also took the lead role in establishing the United Nations Joint Logistics Centre (UNJLC) for inter-agency logistics coordination (covered by a third SO).⁹ Thus, the total WFP support for the relief operations initially amounted to some US\$256 million over six months.¹⁰

Given the lack of access immediately after the tsunami to many of the worst affected areas of Aceh, it was necessary to include some contingency budget in the EMOP. Even so the figure of two million people in need of food aid for six months was on the high side.

⁸ The title of the regional EMOP 10405 is: "Assistance to Tsunami Victims in Sri Lanka, Indonesia, Maldives and other countries in the Indian Ocean region."

⁹ The three Special Operations are: (1) SO 10406.0 "Logistics augmentation in support of WFP Indian Ocean tsunami EMOP 10405.0" valued at US\$24.37 million; (2) SO 10407.0 "WFP Air support of humanitarian relief operations in response to the Indian Ocean tsunami" valued at US\$42.42 million; and (3) SO 10408.0 "Establishment of UN Joint Logistics Centre for Indian Ocean tsunami" valued at US\$3.92 million.

¹⁰ With confirmed contributions of over US\$264 million at mid-March 2005, the operations' requirements were more than fully covered overall at that time (though the three Special Operations had small shortfalls ranging from 4% to 18% as of mid-March). A subsequent budget revision in April 2005 increased the total EMOP value somewhat and extended the EMOP to the end of the year.



2. WFP's Response in Indonesia

2.1 WFP's Preparedness

As noted above it was impossible to be prepared for a disaster on the scale of the 2004 tsunami, but WFP's previous experience in both countries was very helpful. In Indonesia, WFP had a small stock of food and an agreement in place to draw down rice from the stores of the government logistics/procurement agency (BULOG). WFP has had a long-standing international link with TNT, the transport/mail/courier multinational company. TNT was able to respond within a day of the tsunami by mobilising six of its own trucks and hiring a further 150 trucks.

Since Indonesia had achieved a position as a rice self-sufficient country and was making remarkable economic progress, WFP had closed its Country Office in early 1996 after several decades of support primarily for development projects. The Country Office was re-opened two years later, however, in early 1998, following an El Nino-induced drought in the eastern provinces of the country and the Asian economic crisis of 1997-8. At the time of the tsunami, WFP was implementing a three-year PRRO for up to two million people with seven international staff. WFP's good standing with the GoI and the Country Director's good relations with the Vice-President were helpful during the tsunami response.

WFP's initial response in Aceh was highly regarded by most people interviewed by the RTE mission. This included the prompt deployment of headquarters, regional and local Country Office staff and rapid decision taking. World Vision reported that, due to this rapid response, it had been able to start food distributions with WFP food by 4 January 2005.

The view from both inside WFP and from other UN agencies is that, even allowing for the very difficult environment and the problem of co-ordinating all the different food deliveries by sea, land and air, there was still too long a gap between the strong initial response and the advent of a coherent and systematic food distribution programme.

2.2 Assessment in Indonesia

Box 2 – The need to combine assessment efforts.

Duplicate assessments waste time and frustrate disaster-affected communities. A single, consolidated post-disaster assessment should be conducted for a specific population.¹¹

Given the gravity of the situation in Aceh and the initial difficulties of access, there was a strong case for UN agencies and the major international non-governmental organizations (INGOs) to co-operate on assessments. The US navy offered an aircraft carrier, the *Abraham Lincoln*, from which up to four separate helicopter teams visited different locations on Aceh each day for six days in mid-January 2005. Although this was described as an 'inter-agency assessment', only one staff member from WFP was permitted to come on board the carrier and participate in the assessments, and this after much lobbying by WFP. As four different teams went out each day,

WFP felt it was under-represented, especially when compared with WHO, which was taking the lead on these particular rapid assessments. The reports produced by these teams focused on

¹¹ Conclusion of WHO Conference on the Health Aspects of the Tsunami Disaster in Asia – Phuket, Thailand 4-6 May 2005.



disease control and public health issues and made relatively superficial references to food and nutrition.

The WFP Assessment Process

WFP mobilized its own assessment team very promptly in the first days of January, but this team faced major constraints gaining access to the affected areas once it arrived in Aceh on 7 January. Ten days later, its movements continued to be severely constrained by a lack of helicopters.¹²

Problems of access, and the pressures on all agencies for information, resulted in repeated needs assessments populations in accessible areas, and far fewer assessments in more remote areas.¹³ The WFP Emergency Needs Assessment (ENA) team was eventually able to use helicopters from World Vision. There is a need, in future, for COs to participate more closely in the ENA, and where they lack the appropriate staff capacity for an ENA, to have local consultants and local partners on hand who can join an ENA team. his recommendation is consistent with other initiatives such as the SENAC project, which aims to increase the ENA capacity of Country Offices.

WFP may also need to speed up its procedures for publicising and circulating its assessments. The representative of a major donor in Jakarta felt that WFP had been slow to disseminate its original ENA report, but he may have underestimated the logistical constraints faced by the ENA team. A valuable later joint assessment by WFP and FAO was undertaken in March, but it took two months for the report to be distributed.¹⁴ This delay made it far more difficult for the findings to be promptly incorporated in the recovery strategies of either the GoI or the UN Agencies. In addition in March WFP undertook a food market survey, but this was still not available in final form at the time this report was being written in June.

The slow dissemination of these important reports makes it harder for WFP to explain its distribution policies. Oxfam does not appear to have read WFP's assessment report before issuing its critical briefing note of April 2005, which suggested that WFP's decisions to start general distributions (GD) *were made with little analysis of local food availability or accessibility*.¹⁵ The same Oxfam note underestimates the extent to which WFP was undertaking local purchases in both countries. From both a policy-making, and external communications perspective it is essential that WFP give more priority to the timely circulation of such reports. Although it is more difficult for WFP to achieve prompt circulation where a report has to be approved by another UN Agency, WFP should advocate for the earliest possible release of key assessment reports.

The Indonesia Emergency Needs Assessment (ENA) Recommendations

¹² Even 3 weeks after the tsunami there were no UNHAS helicopters in Aceh and five helicopters contracted by DFID for UNHAS were delayed, while being repainted.

¹³ Although the ENA undertaken by WFP in January visited remote areas where, in some instances, this was the first contact which the affected population had had with any aid agency.

¹⁴ FAO/WFP: Food Supply and Demand Assessment for Aceh Province & Nias Island. The report is dated May 5 2005, though the mission itself took place in March 2005.

¹⁵ Oxfam GB Briefing Note. April 2005: Making the case for cash?



Full Report of the 'Real Time' Evaluation of WFP's Response to the Indian Ocean Tsunami

In the January 2005 assessment, WFP collaborated closely with Save the Children (SC-UK), World Vision, Helen Keller International, CARE, Catholic Relief Services (CRS) and Mercy Corps. It also had the support of the GoI. The ENA aimed to provide information on the impact of the tsunami on food security, to identify people in need of food assistance, to suggest response and targeting options and to outline needs for longer-term assistance. It also provided recommendations on response options, suggestions for establishing a food security monitoring system and proposed follow-up actions in preparation of recovery activities.¹⁶

Based on the findings, WFP estimated that 790,000 people required relief food aid for an initial period of three months. This figure included 700,000 displaced people without adequate food, 60,000 people whose livelihoods had been disrupted, and 30,000 who lived in isolated areas on the west coast. When the survey was carried out, an estimated 450,000 IDPs were residing in camps and an estimated 250,000 with host families.¹⁷ The assessment team recommended that full rations be distributed to all IDPs for an initial period of three months and, when they returned home (or to their areas of origin), they should receive a return package to assist in the recovery of their livelihoods. The team also recommended that those who were isolated and had lost their livelihoods be provided with food aid for the same period. Supplementary feeding was recommended for vulnerable groups, with recovery activities, such as school feeding, food-for-work, food-for training and institutional feeding for orphans recommended to complement emergency food aid. The assessment emphasised the importance of monitoring to ensure that evolving needs were accurately identified and that food aid be phased out when no longer necessary.

The report also maps the impact of the tsunami on livelihoods, documents peoples' access to markets, and shows how market access was reduced on the west coast of Aceh in comparison to the less severely affected and more accessible east coast. There was some initial debate about the figure of 700,000 people homeless and displaced, as this was higher than the WFP Country Office's initial estimate of 500,000. It was consistent with the estimate of 14 January made by OCHA, however, which was of 703,518 persons affected.

The tendency in both Sri Lanka and Indonesia was for initial assessments to be on the high side, but for these same assessments to make over-optimistic assumptions about the speed of recovery. In both countries some of the 'inclusion errors' probably came from people registering in IDP camps in the hope of receiving relief items, but not living in them consistently. A further unknown, which was hard for the ENA to quantify, was the extent to which survivors were assisted by remittance income. An important source of income in both countries, remittance income is received from large numbers of expatriate Acehnese, who work in Malaysia and Singapore, as well as other locations. (Similarly, large numbers of Sri Lankans work outside the country, especially in the Middle East and the Gulf States).

It proved difficult to estimate the food needs of the 250,000 people who had gone to live with host families in Aceh, especially in the less affected areas on the east coast. Both because of the conflict and the employment opportunities in some parts of Aceh there is a tradition for labour

¹⁶ WFP Post-tsunami Emergency Needs Assessment in Aceh Province Report, Indonesia, 3 January – 1 February 2005, WFP Rome: 2005.

¹⁷ According to WFP staff involved in the ENA process, in practice those living with host families have been difficult to identify, register and include in food distributions, which have concentrated on IDPs living in camps or camp-like situations. IDPs and affected people who were difficult to reach (whether for physical or security reason, which often resulted in lack of cooperating partner presence) were often excluded from food distributions, at least in the initial months.



to be quite mobile, and, after the tsunami, many people were on the move in search of missing relatives, jobs and/or relief items.

WFP's own assessment, echoing the GoI's plan for a three month 'relief phase', suggested that most IDP's would return home after three months and recommended a 'return package' of a full three months' ration and non-food items for these returnees.¹⁸ For reasons discussed below, the return of IDPs, which would be a good indicator of the start of a recovery phase, has not taken place.

While in January the prices of all food commodities had increased, the assessment noted major differences in the extent of damage and market access between the more lightly damaged east coast, where markets were working normally, and the highly damaged west coast where over 50 percent of households reported that the local markets were not stocking either food or non-food items. A major donor interviewed by the RTE team in Jakarta felt that WFP's response did not disaggregate sufficiently between the different needs of the east and west coast; it fully accepted that general rations were needed in the west, but felt that WFP should have argued from the start for a more targeted feeding programme for the less-affected and more accessible communities on the east coast.

2.3 WFP's Operations in Aceh

The first distributions of food were made by military helicopter drop, with the US military taking the lead. The GoI issued an appeal for international aid to revitalise the health system and address health, food and nutrition needs. A plan of action was formulated under the guidance of the UN, outlining efforts to be taken by the government, through the Indonesian military forces (TNI) and implemented through line ministries, foreign military units, USAID, AUSAID, UNICEF, WHO, UNHCR, OCHA, IRC, WFP and international NGOs.

Although these early distributions were somewhat chaotic, when combined with the actions of numerous NGOs and individuals they were successful in preventing further loss of life due to increased malnutrition or the outbreak of diseases. In practice it proved difficult for WFP to reach all the 790,000 potential beneficiaries identified by the ENA. By the end of January the WFP Country Office reported that, due to the problem of reaching large numbers by air and lack of strong NGO partners, WFP was reaching just over half this number – or 425,000 people. By March 2005, the number of beneficiaries of WFP food aid had reached 590,570. About 50,000 tons of food had been delivered since the beginning of emergency operations. No ration cards were distributed, however, making it difficult for food aid monitors to track food aid assistance. Although awareness of ration items improved with each distribution, the evaluation found that beneficiaries were generally uncertain as to how long general distributions (GD) would continue and WFP could have made a greater effort to keep beneficiaries informed.

An underlying problem was that, unlike other emergencies, only one of WFP's traditional NGO partners had a previous presence on the ground in Aceh Province and all of them faced the same problems as WFP – serious logistical bottlenecks and difficulties of recruiting and retaining qualified staff, both local and international.

¹⁸ One of the main constraints in Aceh continues to be population movements and the capacity of the government, WFP and cooperating partners to create a system and database for managing a ration card system. Without a central database, a ration card system would not have been able to improve targeting and ensure that beneficiaries were not receiving food from multiple sites. Population movements were significant in the first four months, but the populations have now stabilized.



In addition, by February Oxfam, Save the Children and ACF were expressing concern about the negative impact long-term food aid might have on local markets. Although WFP set up a new partnership with the Indonesian Red Cross (PMI), it still proved challenging to increase the case load, in part due to the high mobility of IDPs.

WFP was confronted with something of a paradox as it continued to build up its case-load in March. The end of the initial three month phase (i.e. end March 2005) had been seen initially as the end of the 'acute emergency', when general distributions (GD) would be scaled down. WFP's operational plan envisaged that, from March onwards, there would be a major shift away from general distributions towards food for work (FFW) and supplementary feeding. The same plan envisaged, however, that overall food distributions would peak at their planned caseload of 790,000 in May, as logistical constraints were resolved.

The RTE found that where a general food ration is freely available for all there were few incentives for people to work for food, or for NGOs or government partners to divert resources to design and supervise more time-consuming FFW programmes. In the future, as markets revive throughout Aceh many people may prefer to work on the 'cash for work' schemes offered by agencies like Oxfam and UNDP, though these schemes were still only covering a small portion of the affected population at the time of the RTE.¹⁹

A further difficulty has been that appreciable efforts have been made by the GoI and military (TNI) to build temporary accommodation for up to 100,000 IDPs, locally known as "baraka" or camps. Construction was undertaken at great speed by national companies that usually brought in their own labour.²⁰ There were early fears about IDPs being forced to move into or remain in these camps, but, with such a strong international presence in the province, both the government agencies and TNI have so far acted with restraint. Temporary shelter is essential as it may take three years or more to rebuild Banda Aceh and other highly damaged towns on the west coast and there are still many unresolved issues about what counts as a 'safe' location. Recovery might have been faster if more IDPs had been given food and cash incentives to rebuild their own temporary houses. The evaluation found that, in light of the many continuing uncertainties for beneficiaries regarding shelter and livelihood issues, general distributions of food are highly valued as a reliable source of support. It is not just the amounts of food provided, but the reliability of the distributions that were stressed by many of the recipients as contributing to their sense of security.

2.4 Monitoring in Aceh

Some NGO partners felt that the figure of 790,000 became a 'target', placing them under pressure from WFP to 'find the beneficiaries'. Initially, too much food was delivered to IDP camps, and distribution was not properly monitored, either by implementing partners (IP) or by WFP.

¹⁹ UNDP's Cash for Work (CFW) programmes were covering only 13,000 people in May 2005 and Oxfam reported in June that it was employing 62,500 people on these programmes, but often only for 15 days a month.

²⁰ Concerns have been expressed about the location of these shelters, the quality of their construction and water supply/sanitation arrangements.



Monitoring of food aid distributions was still weak at the time of the evaluation. The absence of beneficiary ration cards and insufficient WFP monitoring staff were identified as primary key obstacles.

Monitoring is especially important, as, while the consequences of the tsunami were felt throughout Aceh Province, some areas were more severely affected than others, as noted above. As a result, the needs of people vary considerably from area to area and even within geographic locations (as noted above in the needs assessment section) and on-going monitoring can help to identify these differences in needs. The west coast was more affected, with higher loss of life, greater structural damage and disruption to lives and livelihoods. Yet, fewer survivors meant, in terms of real numbers, that the need for emergency assistance and rehabilitation was possibly lower in the most affected zones. Some agencies argued that, given the broad differences amongst affected populations and areas, the humanitarian response was too uniform.

In several IDP camps visited by the evaluation, people expressed fear that food deliveries would be cut off. Citing delays of up to four days when the previous month's rations had already been eaten, IDP women sought reassurance that food distributions would not stop suddenly since there were no other sources of food.

Supplementary Feeding Programmes (SFP) were identified early in the operation as necessary for nutritionally vulnerable groups in some areas, but were slow to materialise. Aimed at reducing the prevalence of moderate malnutrition in vulnerable individuals, including young children and pregnant and lactating women WFP, together with implementing partners and local government authorities initiated take-home rations on a pilot basis in May 2005, covering all of the above groups except school children.

At about the same time, school children began receiving distributions of micronutrient-fortified biscuits. The first biscuits, from Pakistan and Bangladesh, were found to be less acceptable than locally made biscuits, which had replaced imported stocks at the time of the evaluation.

In some locations with high rates of malnutrition, plans were being developed for the management of severe malnutrition through therapeutic feeding programmes (TFP) at hospitals, health centres and communities, using existing facilities. WFP was involved in discussions with UNICEF to determine appropriate food commodities for TFP, but no programmes had been initiated by the end of May 2005.

Box 3: The Nias earthquake.

On 28 March a severe earthquake, with a force of 8.7 on the Richter scale, struck the island of Nias. If such an earthquake had struck before the tsunami it is unclear whether WFP would have become directly involved in the response. The strong UN presence in Banda Aceh enabled assessment teams, including staff from WFP and other UN agencies, to reach Nias by helicopter within ten hours, however. The earthquake resulted in very severe damage, especially in the



main city of Gunung Sitoli, and WFP was able to meet food needs for the first month after the earthquake when local markets were unable to operate effectively. Almost all the other considerable long-term health and food security needs identified by WFP's in April pre-dated the earthquake. While Nias is considerably worse off than many other parts of Indonesia, some UN staff expressed concern that the neighbouring island of Simeuleu, which suffered more from the tsunami than the March earthquake, has had even less attention because it falls under the higher security restrictions of Aceh Province whereas Nias, part of North Sumatra, is only Phase 1.

WFP is planning to phase out of general distributions by the end of July. Any decision to remain longer in Nias raises important questions about the criteria WFP Indonesia should use to determine where to focus its limited resources in Indonesia, with the danger that areas suffering from dramatic natural catastrophes will receive far more long term international assistance than other equally poor areas of the country. There is also a danger that, in the event of further serious seismic events, WFP could become overstretched if it responds on the same scale that it did in Nias.

2.5 The Aceh Relief Operation: Logistical Aspects

2.5.1 General Distributions

In the immediate aftermath of the disaster, various bilateral food deliveries were made by a number of countries, including Thailand, Taiwan and Saudi Arabia to cover basic needs of the victims. WFP started general distributions of food rations on a monthly basis in the second half of January 2005, in addition to those provided on an ad hoc basis by a large number of donors during the initial days of the emergency. Because WFP had stockpiles of vitamin A and D fortified oil and GoI/Bulog rice was already in the country, the distribution of some food rations was initiated early in the emergency.

WFP expected to deliver food assistance to 339,000 people in January rising to 790,000 in April and continuing for a total of six months using ships, landing craft, a fleet of trucks, fixed wing aircraft, helicopters and mobile storage. Distribution was to be through six main partners: Save the Children, Catholic Relief Services, CARE, ACF, World Vision and the Indonesian Red Cross (PMI). The Implementing Partners (IPs) were expected to collect food from WFP warehouses, which were the Extended Delivery Points (EDPs).

Strategic logistics coordination was provided through the UNJLC and through WFP's presence with the US military and other military liaison officers at U-Tapao in Thailand and day-to-day coordination in Medan, where the non-US military operations were largely headquartered, as well as in Banda Aceh. At an early stage UNJLC/WFP put a staff member in the HQ of the US Pacific Command/Hawaii and with the State Department in Washington. The rapid focusing of a

major part of the regional relief operation on Sumatra/Aceh in Indonesia (and Sri Lanka) and the subsequent delegation of authority to military field commanders made these higher level coordinating mechanisms relatively less vital at quite an early stage, however.

In Indonesia, Jakarta and Medan both played increasingly supportive roles to the field operation managed out of Banda Aceh. WFP should have done more at an earlier stage to acknowledge this and to place more of its senior staff in Banda Aceh and the new sub-offices in the area.



As noted earlier, WFP was able to divert a rice shipment to Medan. Together with the availability of local supplies of rice, this meant that sufficient staple food was available, although initially the final stage of delivery to the victims of the tsunami was challenging. Additional food, particularly canned fish and high protein biscuits, were procured regionally or locally or diverted. Some urgent stocks were flown in from regional sources.²¹

Strategic air deliveries of other foods and NFIs were made. After some initial deliveries directly to airports in Indonesia, most relief supplies were channeled through Subang air base in Malaysia to shorten the line of supply and to relieve the extraordinary congestion in Medan and Banda Aceh. Long-range deliveries from around the world were made into Subang, which was managed by a combination of the Malaysian Air Force, WFP and UNJLC. Cargoes from UN agencies and many other partners were then flown by smaller aircraft into Aceh Province. The decision to open the regional air hub at Subang was a key strategic decision. It was closed at the end of February having served its purpose.

WFP was able to obtain only limited long-range air capacity from the US. This could have been due to the worldwide demand on the US strategic airlift capacity, but there appeared also to be multiple layers in the request process. Therefore, WFP had to hire two 747s to transport Brindisi equipment, as a supplement to three C17 flights from DFID and one Airbus flight from TNT. Air transport costs rose steeply in the first weeks after the tsunami.

WFP's Phnom Penh depot, Brindisi and international purchases, were used to supply non-food items (NFIs), pre-positioned vehicles, temporary warehouses, water purification equipment, refueling systems, prefabricated accommodation and office units, office equipment etc. This equipment arrived more slowly than could have been expected from pre-positioned stocks largely due to the difficulty in obtaining strategic air deliveries. OCHA was able to supply the first of the office and accommodation modules.

Although WFP had both its own operational plan (and later a food and logistics plan, as well as an ICT operational plan for both Indonesia and Sri Lanka) there does not appear to have been an overall UN plan. Recognising that plans change all the time, WFP could have developed and shared its operational plan much earlier, including with the military. The immediate plan was to supply the east coast of Aceh and Banda Aceh by road from Medan. This was rapidly put into effect with the timely help of TNT's local infrastructure, as noted elsewhere in this report.

The first UN staff member into Banda Aceh was the WFP Country Director, who was able to confirm the availability of Bulog rice stocks, contact an implementing partner and agree

arrangements with WFP's corporate partner, TNT. WFP was able to deliver food on the Medan to Banda Aceh road on 29 December using TNT trucks. A floating warehouse was stationed off the west coast, with initial plans to transfer stocks from the floating warehouse by lighter. The vessels were hired in the region. The innovative floating warehouse initiative was overtaken by the ability of the landing craft to move cargo more rapidly directly from Banda Aceh to west coast delivery points.

²¹ Given the short distances involved, it may have been possible to deliver a part of the 500 tons of canned fish purchased in Thailand by sea, according to some WFP staff interviewed, thus saving on higher air transport costs.



WFP set up a team of twenty local volunteers working with two international staff to erect temporary warehouses (“Wiikhall” type). They were deployed by helicopter, built the warehouses, sleeping in them in extraordinary conditions, and then moved on to the next location.

An accommodation vessel, hired mainly for the helicopter crews, was another emergency response measure decided in the early days of the operation, but this could not be used, due to lack of official clearances, and the crews and helicopters were eventually based on Sabang island, off Banda Aceh.

WFP deployed over 200 trucks, one coastal vessel, four landing craft, seven helicopters, two fixed wing aircraft and thirty mobile warehouses. By mid May over 33,000 tons of food commodities had been despatched from Medan.

WFP offered space on its sea craft, through UNJLC, to others but did not offer a full logistics arrangement, as it did not also offer shore handling. Given that few other agencies were able to handle cargos, this offer of space was little used.

WFP's capacity to deliver on shore in the early weeks outstripped its ability to distribute to final beneficiaries. Logistics staff on the ground found that they were initially unable to hand over food to WFP field/programming staff, due to the lack of such staff in sufficient numbers in the early days of the operation, although distributions continued through the few local authorities that remained in place. As noted earlier, some NGO partners reported that they felt under pressure from WFP to absorb more food than they could handle at this stage.

The operational plan devised in January reflected what was already being put into effect: a combination of road, helicopter and sea borne deliveries to be implemented together with the military operations. Air drops were considered but not implemented, partly due to government opposition to the idea, it seems. The operational plan continued to develop and was formally updated in March taking into account experience to date. It was planned to create a buffer stock of the equivalent of one month's supplies in Aceh by the end of April, when the changing weather conditions would hamper lightering from the main vessel into smaller vessels.

Despite the external constraints and some internal management constraints, WFP handled the emergency stage of the relief operation very well. The major concerns expressed were that various necessary components, such as the ‘office in a box’ and simple Standard Operating Procedures (SOPs), as well as WFP waybills were not available for almost the entire first month. (TNT waybills were used on their routes, however). Some local partner agencies were puzzled by this initial absence of WFP waybills, leading in some cases to disputes about the exact stocks lifted from WFP-managed stores and causing them extra work.

2.5.2 Civil Military Co-ordination

Relations with the military authorities were crucial in the initial response in Aceh. The crucial initial logistics role of the international and national military forces and their utility to the UN, were evident. In critical initiatives UNJLC employed senior ex-military staff to establish an early relationship with the TNI and to make links to the TNI for the humanitarian system. It was these staff that effected an operational break-through to the military forces after an early period



in which effective communication proved very difficult. Although there seems to have been a close and effective working relationship between OCHA's Cimcood officer's roles and those of UNJLC in logistics coordination, the lack of formal definitions of their roles remains a source of duplication and possible confusion and needs to be resolved.

Initially the Indonesian military response to the tsunami was led by TNI marines who were very cooperative, partly because many of them had been on peacekeeping forces in Sierra Leone. The army replacing them was more difficult to deal with. Briefing the military on the role of the UN and other donors following a major emergency is an enormous task which could perhaps be better dealt with by training a body of military personnel in each of the defence forces who would then automatically deploy with their own forces in UN operations.

In the first days and weeks WFP carried out airlifts of first response food items, set up surface corridor and established storage facilities and internal hubs. WFP used military assets, requested through the Combined Support Group for Indonesia and helicoptered WFP food onto the western shore. The Pakistani army and the TNI cleaned up Banda Aceh port so it could receive incoming shipments and the TNI, assisted by the Australian army, repaired the bridges on the road from Medan to Singil. By the end of January the pipeline was stabilised, stocks were being drawn from Bulog warehouses across Aceh Province, the floating warehouse was in place to supply the west coast and two landing craft were shuttling food to the coastal storage bases at Meulaboh, Calang, Lam Nmo and Teunom. Road transport from Medan to the east and west coasts via Singil was working.

Box 4: The importance of helicopters and landing craft for the early relief operation.

In early January, only military helicopters and landing craft had access to the west coast, carrying their own and WFP supplies. International (non-WFP) helicopter operations were at their peak along the west coast during the early part of January. In a single day at the height of the activity, 435 helicopter movements were carried out in a thirteen hour period.

2.5.3 The Role of WFP's Key Corporate Partner in Indonesia, TNT

Initial road deliveries were organised and financed by WFP's private sector partner TNT, which allowed WFP to make early road deliveries in a situation of intense competition for trucks. TNT also gave significant support to warehousing, to organizing office accommodation and telephones, and to providing staff in the office and at the airport. IOM, which also had a prior presence in Aceh, managed significant road deliveries as a common service. WFP did not establish its normally strong profile in road transport and without TNT there would have been no significant WFP road transport in the early days.



3 WFP's Response in Sri Lanka

3.1 Political & Economic Background

Although many of the areas in Sri Lanka hit by the tsunami were also areas of relatively recent civil conflict, in other respects the political and institutional context was very different from that of Aceh. Sri Lanka is smaller in area and population than most Indonesian provinces. Given its history of civil war, the GoSL is used to responding to sudden emergencies. Also, unlike in Aceh, the GoSL's central infrastructure in Colombo was hardly touched by the tsunami, and though communications were initially problematic, the government machinery at the district level was able to resume functioning far sooner than in Aceh.

Immediately after the tsunami the President appointed three task forces, covering Rescue/Relief, Logistics/Law and Order, and Reconstruction. These first two were quickly merged into a single Task Force for Relief, (TAFOR). The GoSL also asserted itself early on by demarcating a 'buffer zone' of 100 metres from the sea in the south and 200 metres on the east coast. Despite the obvious logic behind it, the directive has caused uncertainty, which in turn has delayed the recovery process for many people, especially fishermen who need to be near the sea, and other poorer people who never held land titles. In the Tamil-controlled areas of the northeast, the restrictions appeared to be of less concern, as there is a more plentiful supply of land just outside the designated buffer zone.

The RTE team met many IDPs who did not want to return to their old settlements near the sea, however. In some areas fishermen from other areas not affected by the tsunami had moved in and were fishing in areas that had once been the main source of livelihoods for the IDPs. In the south, while the 'buffer zone' regulations have made it harder for fishermen and traders to resume their former livelihoods, hotels that fall within this zone are being rapidly reconstructed.

3.2 Preparedness

In Sri Lanka WFP's preparedness was helped by the fact that it had an established Country Office which was managing both a small development Country Programme (CP) and a significantly larger Protracted Relief and Recovery Operation (PRRO), with programmes in school feeding and MCH in areas recovering from the long civil conflict. In support of this programme, it had opened sub-offices in Batticaloa (October 2003), Kilinochchi (November 2003) and Vavuniya (January 2002). The Country Director had good senior-level relationships and networks. He was in country when the tsunami struck and was called to the first emergency meeting at the Ministry of Defence on the same day. The Country Office was able to divert 6,000 tons of food already in country to meet the immediate food needs caused by the tsunami, from its PRRO stocks.

3.3 Emergency Needs Assessment (ENA) in Sri Lanka

WFP conducted a thorough ENA in Sri Lanka, given far easier access to all the affected areas than in Aceh. This survey included a joint WFP/ILO household survey covering 1,860 households in eight affected districts. It examined the impact of the disaster on food security, and analysed the profile and livelihoods of the different groups of affected populations. It also aimed to validate, refine and update the food security and nutrition needs of these population



groups and provided recommendations on response options, suggestions on the establishment of a food security monitoring system and follow-up action in preparation of recovery activities.

This initial assessment found that food access was still problematic for 600,000 to 650,000 people, but concluded that one third of these would be able to recover their livelihoods relatively quickly. It suggested four different roles for food assistance, ranging from the short term to longer term – providing food aid to help families restore livelihoods, providing food for work (FFW) or a combination of food for work and cash for work (CFW), providing nutritious food for specific vulnerable groups and providing a 'safety net' for a minority of households which will find it harder to recover. However, since planned cash distributions to affected households were foreseen to ease problems related to food access and permit people to purchase additional food and other items on the market, the ENA also recommended that the general distributions of full rations cease at the end of March. The ENA recommended that smaller rations targeted at specific vulnerable groups gradually replace general distributions. This assessment highlighted one major need noted also by the RTE Team – the need for credit and other business advice to help people restart small shops and other businesses.

The ENA found that over 450,000 people had lost their livelihoods and were completely dependent on external assistance. A large proportion of tsunami-affected people were poor, with about 80 percent subsisting on less than US\$1 a day prior to the emergency. The fishing industry had suffered considerably from the tsunami, with estimates of over 15,000 boats and one million fishing nets destroyed or damaged. While agriculture was less affected, over 7,000 rice farmers and 27,000 small farmers were affected by the emergency. According to the follow-up mission to the ENA, heavy rains desalinated much of the affected land and some farmers were able to plant during the May-July rice season.

Between 17 and 28 January 2005, the Medical Research Institute of the Ministry of Health, with financial and technical support from WFP and UNICEF, carried out a rapid nutrition assessment²² constituting a baseline on the nutritional status of displaced populations residing in camps. Data were collected by interviewer-administered questionnaires, direct observation by the interviewers, and weight, height and mid-arm circumference measurements within one week of the tsunami.

By April 2005, efforts had been initiated to identify malnourished people and to discern the underlying causes of malnutrition. Nutritional surveillance was integrated with disease surveillance and food security assessment in some locations. It was accompanied by growth monitoring and promotion of appropriate infant and young child feeding and improved maternal nutrition.

In May 2005, a second WFP follow-up mission was carried out to conduct a second ENA exercise. This mission aimed to review the assumptions behind the original recommendations, in light of actual implementation and recovery developments, and to develop recommendations for the next phase of the operation.

²² A cross-sectional 30-cluster survey methodology was used, with clusters identified as camps. Thirty children under five years were selected randomly from each cluster, and all pregnant women and lactating mothers were included.



3.4 Outcome of the Sri Lanka Emergency Needs Assessment Process

Initial estimates of the likely number of beneficiaries were increased, with the endorsement of the tsunami Task Force, to nearly 900,000. With the benefit of hindsight, it is clear that this figure, which reflects government estimates, is significantly inflated.²³ The figure extrapolates the situation in the most severely effected areas to a general situation along the entire tsunami-affected coastline, including areas that could not have been as severely affected as the scale of the beneficiary figures suggest, for example the areas below Colombo on the west coast. (Anyone living in the 'buffer' zone within one hundred yards of the sea can make a case for being 'tsunami-affected'). This has left WFP in a difficult position, as reducing food assistance to genuine tsunami affected populations is clearly unreasonable before they are able to return to the situation they were in before the tsunami.

Box 5: Over-estimated beneficiary numbers.

One example of this inflation in the numbers of beneficiaries is Kilinochchi District, in the centre of the Tamil-controlled area in the north-east, which was visited by the RTE team. This district has only a short, lightly populated, coastal strip. LTTE figures confirm that the effects of the tsunami were relatively limited, with 31 killed, 670 injured, and 1,603 people displaced. Yet, at the time of the RTE, WFP was supplying rations for 14,350 people, on the basis of government figures.

As the first assessment shows, WFP staff in Rome and in Colombo initially envisaged that it would be possible to introduce a reasonably wide 'menu' of interventions following the tsunami, including food for work (FFW) and a combination of FFW and cash for work (CFW). From January onwards there was considerable debate in WFP about the feasibility of introducing a cash for work component in Sri Lanka. Between the time of WFP's ENA in January and its follow-up assessment in May, WFP's freedom to manoeuvre had been severely restrained, and, as the May ENA emphasizes:

'The Government and WFP food aid response has not followed the overall recommendations of the WFP February 2002 Needs Assessment. Instead, WFP's assistance has been integrated into a broader government-adopted social welfare response to the tsunami. The result is a much larger general food distribution (GFD) caseload than originally foreseen and a longer duration of the programme'

3.5 Logistical Issues

When the tsunami struck Sri Lanka WFP had both experienced staff (but no logistics staff) and food stocks in country and there were government-managed logistics mechanisms in place. This allowed an early response with an immediate decision to release stocks from the on-going PRRO. These distributions were augmented with some specialized foods. As the huge outpouring of private donations came in to the government warehouses and goods were delivered to the beneficiaries, WFP's food distributions were suspended for a short while, at government request, and were started again after a few weeks. As in Aceh, TNT provided

²³ During the RTE mission's visit to Sri Lanka in May 2005 the Country Office was estimating a more realistic figure of actual recipients that was some 20% lower - at around 700,000 - for the first phase of the emergency.



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support to WFP in Sri Lanka in road transportation, airfreight and materials handling, including the provision of trucks and the management and operation of the WFP truck fleet, through its local agent, Ace Cargo (Pvt) Ltd. Unilever, another private sector partner, assisted by organizing rail and trucking support.

WFP estimated that it had delivered around 40,000 tons as of early June 2005, meeting its distribution targets more easily in the south than in the north and the LTTE areas. The exact distribution figures are not known, however, since its tracking of commodities ends at dispatches from district stores to Multi-Purpose Cooperative Society (MPCS) main stores. It may never be possible to unravel the inevitable confusion of the first weeks' distributions and it may be unrealistic to hope that the GoSL will be able to account for the millions of individual vouchers that were issued through hundreds of MPCS outlets.

Food during the initial period was distributed on a note from the Government Agent (GA). The voucher system was introduced at the end of January and was brought into operation, as the vouchers became available. The GoSL and WFP committed themselves to providing rations against vouchers from 15 January to 15 July and, in effect, have been trying to meet this commitment ever since.

After three or four weeks the GoSL's attitude to imported assistance changed as it clearly perceived that the immediate relief phase was over and it could not justify continuing to allow the unrestricted import of items.²⁴ The government was particularly restrictive regarding sensitive items, such as communications equipment and ballistic blankets. Without explicitly saying so, the government made the import of communications equipment a difficult process. Its attitude to the UNHAS helicopter was probably also partly due to security considerations.

In order to support local rice farmers, the government banned the further import of relief rice. WFP/Colombo has started to purchase rice locally, as examined in more detail further in this report.

Meanwhile, WFP had set in motion its usual rapid response to WFP emergencies, which was an entirely appropriate response given the early difficulty in assessing the scale of the problem. By the time that the response was in top gear, in February/March, the immediate phase of emergency relief was almost over. WFP continued to enhance its infrastructure with imports of communications equipment, computers, vehicles and other support equipment beyond the end of the initial critical phase, due primarily to non-food item procurement and delivery delays.

Box 6: Sri Lanka- what people should receive.

²⁴ FITTEST/Dubai packed the IT and communications equipment together and this proved to be a major obstacle for the Sri Lanka Country Office when it came to customs clearance, thus depriving the CO and sub-offices of the necessary IT equipment for several months.



Beneficiaries should receive the WFP ration (worth a theoretical Rupees 175 per person per week) plus a government cash payment of Rupees 200 per person per week, in addition to four one monthly cash payments of Rupees 5,000 per family and a further once only payment of Rupees 2,500 for kitchen utensils.

They should also have received Rupees 50,000 for each funeral. The government has indicated that it will subsidize house repairs at Rupees 100,000 per house and rebuilding at Rupees 250,000 per house. The RTE team found that cash payments are behind schedule in some of the areas visited, as are some of the food distributions, though to a lesser extent than cash.

Given that the operation was managed by the government, it may be questioned whether the scale and type of the WFP infrastructure in equipment was relevant or was not something of an over-reaction. WFP's initial response was both appropriate and rapid, but the RTE team felt that the relief operation gained its own momentum and that it might have been useful, after the first few months, to review whether or not a continued expansion of infrastructure was really necessary. For instance at the time of the evaluation, five months after the tsunami, WFP was still building up its own infrastructure, with purpose-built compounds containing offices and warehouses in both Kilinochchi and Mullaitivu. The process of completing and equipping these facilities absorbed considerable amounts of staff time. The CO argues that these facilities will be useful for the successor PRRO, however, and will not be wasted.

3.6 Food Distribution Systems

The logistics of food delivery in Sri Lanka are run by the government with support from WFP and WFP's corporate partners. In the EMOP, WFP has departed from its normal practice in Sri Lanka and pays the full cost of land-side transport, storage and handling (LTSH) against invoices, supported by waybills.

WFP delivers its commodities to government warehouses in Colombo and the government transports from there to district stores. Multi-Purpose Cooperative Societies (MPCS) arrange collection from the District Stores to their main warehouses and further transport from there to MPCS outlets, usually around fifteen per main warehouse. The MPCS make standard charges for the two transport legs for which they are responsible. District stores appeared to be reasonable, but the main warehouses of the MPCS and the storage at MPCS outlets were often poor. Some MPCS outlets and main stores were damaged in the tsunami and the Government Agents (GAs) took over transport arrangements in these cases. The deliveries to MPCS main stores across the country were largely up to date, with an approximately two-week backlog. The exception was in Jaffna where deliveries to MPCS main stores were two months behind schedule.

The MPCS transported food from district stores to their main warehouses at a fixed rate per ton/kilometre, normally using their own trucks. This resulted in some delays, as they were reluctant to contract additional vehicles to keep up deliveries, as this reduces their profit. They also had little incentive to deliver to the more remote outlets as that leg is reimbursed at a fixed rate per kilogramme, taking no account of distance.



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WFP reimbursed LTSH costs to the Ministry of Relief, Rehabilitation and Reconciliation (MRRR) upon presentation of invoices and waybills evidencing delivery to the MPCS main stores. Nonetheless, the government was slow in claiming reimbursement and recently requested an advance to pay for transport already undertaken. WFP's tracking of commodities ended at the MPCS main store. Monitoring staff were able to compare, on a sample basis, MPCS waybills confirming delivery to outlets, demonstrating that the system is effective. At the time of the RTE, however, the MPCS had yet to compile the vouchers being returned from outlets into documented beneficiary numbers.

WFP stopped all distribution from district stores in mid-May to do a stock check and reconcile paperwork. According to WFP, GoSL accounting to WFP from January to March was incomplete, despite the fact that the MPCS maintained its own set of records and parallel paperwork for WFP. The CO managed to get most of the reports and, through checking the number of actual coupons redeemed, was able to argue for a 20% reduction in the caseload.

A recent decision of the government and WFP has been to continue honouring all vouchers issued for the six months from mid-January to mid-July and to implement a targeted system thereafter. Assuming that the future definition of vulnerability is to be any family that has lost a breadwinner, its house or its livelihood, beneficiary numbers should be greatly reduced. Distribution in June and July from MPCS outlets were scheduled to be monthly in order to take some strain off the MPCS system. In reality the RTE team found beneficiaries had often received two or three weeks' rations at a time in the past, often because it was not possible for them to collect the complete ration at one time.



4. Nutrition and Food Security Issues

4.1 Indonesia: Findings on Nutrition, Food Security and Beneficiary Perspectives

Box 7: New opportunities to improve the nutrition situation.

Although underlying factors affecting malnutrition have been exacerbated by the tsunami, malnutrition rates have remained reasonably stable and new opportunities for improving the nutrition situation have been created.²⁵ According to several nutrition assessments undertaken by UNICEF, Helen Keller International and the government, there is no difference in malnutrition rates between IDPs and non-IDPs, nor between January and March. In part, this may be due to the rapid response to the tsunami and the early provision of food aid.

Following the tsunami, the immediate needs of most affected people were for health care, food, water, sanitation, shelter and clothing. However, as a result of considerable damage to infrastructure, in particular roads, and the lack of adequate transportation, logistic difficulties at first hampered the distribution of food and health services to the most severely affected populations. Damage to water and sanitation infrastructure posed additional problems and created a potentially serious risk of waterborne diseases. In addition to the damage to health infrastructure²⁶ health services suffered the loss of its most important resource: its staff. Over 250 employees in the health sector were killed and an additional 441 persons missing following the tsunami.

In mid-January, a rapid preliminary nutrition assessment undertaken by UNICEF and the Nutrition Research Centre in Banda Aceh and Aceh Besar, indicated high levels of malnutrition amongst IDPs in these districts. According to the survey results, high levels of malnutrition existed amongst IDPs in the districts. Nearly 13 percent of children under five suffered from global acute malnutrition (GAM), with 1.5 percent suffering from severe acute malnutrition (SAM).²⁷ The children surveyed were found to be in poor health, with 42.6 percent reporting diarrhea in the past two weeks, 69.7 percent cough, 55.9 percent fever, and 34.6 percent reporting vomiting. Among women of reproductive age (WORA),²⁸ 15.3 percent had a low body mass index.²⁹ The rapid assessment showed that malnutrition amongst children was associated with morbidity, and that dietary intake was strongly associated with malnutrition for both children and women.³⁰

In response to these findings, the Ministry of Health (MoH) developed a nutrition plan of action aimed at controlling malnutrition and improving the nutritional status of vulnerable groups³¹ in affected areas. Three phases of activities were identified: the emergency phase (12 months), the

²⁵ Rapid Nutrition Assessment in Nanggroe Aceh Darussalam (NAD), Jakarta: 20 April 2005.

²⁶ 26 health centres, 37 sub-health centres and 172 village maternity posts were destroyed; an additional 33 health centres, 127 sub health centres and 419 village maternity posts were severely damaged.

²⁷ <-3SD of weight for height.

²⁸ 18 – 45 years.

²⁹ BMI<18.5 is indicative of adult malnutrition.

³⁰ Rapid Nutrition Assessment in Nanggroe Aceh Darussalam (NAD), Jakarta: 20 April 2005.

³¹ Infants 0-11 months, not-breastfed infants 12-23 months, orphans 12-23 months, children 24-59 months, pregnant women, lactating mothers and the elderly.



rehabilitation phase (two years), and the long-term phase (five years).³²

The GoI asked WFP to provide food rations to all IDPs residing in camps and those staying with host families, as well as to other vulnerable populations in severely affected areas. The first daily rations consisted of 400 grams of rice, 50 grams of canned fish and 20 grams of vitamin A and D fortified vegetable oil, with the International Federation of Red Cross and Red Crescent Societies (IFRC) assuming responsibility for distributing iodised salt (5 grams/person/day). While plans were made to carry out supplementary feeding for children under 5 years of age, and pregnant and lactating mothers, with rations of 75 grams of fortified biscuits and 250 grams fortified noodles per person per day, these important programmes did not materialise until April 2005.

The nutrition plan of action sought to coordinate all involved stakeholders and thus to minimise duplication of services and distributions (see Table 1, below). The Ministry of Health (MoH) distributed fortified blended food for children six to twenty-four months, and ensured the distribution of high dose vitamin A supplements, in coordination with measles vaccinations, to all under five children. WFP assumed responsibility for providing food commodities for general distributions, supplementary feeding programmes and school feeding, implemented through partner agencies. At the same time, UNICEF, Helen Keller International and other agencies provided micronutrient supplements in various forms (including iron tablets, zinc tablets, multiple micronutrient sprinkles and fortified soy sauce), while WHO focused on nutrition interventions for severely malnourished children. Early in the emergency, the MoH applied the recommendation from the joint statement of WHO-UNICEF-Indonesia Pediatric Society/IDAI to affected areas in Aceh Province to follow the guidelines for infant feeding during emergencies, including: a) protection of breastfeeding mothers to continue to breastfeed their babies; b) the provision of hygienic infant formula for orphan infants and non-breast fed babies and c) the provision of complementary food for infants and children under two.³³

A further more in-depth and comprehensive assessment was carried out between 22 February and 15 March 2005 in 13 affected districts/municipalities, which were grouped for results presentation into three geographical sub-regions of Aceh – west, north and east.³⁴ The assessment provided epidemiological data on nutrition and health status, food security, livelihood, and health service utilisation patterns of the population.³⁵ This assessment found that 11 percent of under-five children were wasted, 43 percent were underweight and 38 percent were stunted. Almost half suffered from anemia.³⁶ The overall prevalence of severe wasting was high (one percent) and greater in six districts. Two districts, Simeulue and Aceh Barat Daya had

³² GoI developed a master plan for short-term (emergency) and longer-term (rehabilitation and reconstruction) to assist the two affected provinces in three phases: emergency phase (January – June 2005); rehabilitation phase (June – December 2005), and reconstruction phase (January 2006 - December 2009).

³³ As of 7 January 2005.

³⁴ *West Coast* (Aceh Jaya, Aceh Barat, Nagan Raya, Aceh Barat Daya, Aceh Selatan, Simeulue), *North Coast* (Banda Aceh and Aceh Besar) and *East Coast* (Pidie, Bireun, Lhokseumawe, Aceh Utara, Aceh Timur).

³⁵ The comprehensive assessment was a collaborative effort between MoH, Provincial and District Health Offices, UNICEF, WFP and other UN agencies, NGOs (local and international), and academic institutions. A total of 3,735 households, 4,024 women of reproductive age and 4,030 under-five children were included in the RNA. 10.4% were from IDP households in camps, 9.2% were from host households with IDPs, 80.4% were from unaffected households. ("A Comprehensive Assessment of Nutrition and its Determinants in Tsunami-affected Districts in Nagroe Aceh Darussalam, Indonesia, February to March 2005").

³⁶ Haemoglobin concentration <11g/dl.



a critical situation with wasting of over 15 percent. While Severe Acute Malnutrition (SAM) affected mainly children between the ages of 12 and 23 months, severe underweight and stunting were highest amongst children over 35 months.

With the exception of wasting, the prevalence of malnutrition varied between IDPs and non-IDP populations with underweight, stunting and anemia found to be higher amongst IDP children. Stunting and anemia amongst IDP children were higher than non-IDP children. A similar pattern was observed with regard to morbidity, with IDP children more at risk, especially for diarrhea, than non-IDP children. Measles was the only exception, with more non-IDP children suffering from the disease than IDP children.

The incidence of morbidity was relatively high for fever and coughing/ARI in almost all 13 districts, with the average of 52.3 percent (fever) and 46.5 percent (cough/ARI).³⁷ Children living on the west coast had higher morbidity rates than those in other parts of the province. Nearly two-thirds of children had received Vitamin A supplementation (60 percent), while only one third had received measles vaccinations (35 percent). Only two percent of pre-school children had received micronutrient sprinkles.

The prevalence of anemia amongst women was over 30 percent while the prevalence of under nutrition was over 10 percent. Women residing in west coast districts had higher rates of under nutrition, ARI, fever, and anemia. No significant differences in malnutrition or morbidity were recorded amongst women IDPs and non-IDPs, except that non-IDP women had a higher prevalence of obesity than IDP women.

Water, sanitation and hygiene facilities continued to be problematic at the time of the evaluation. According to the comprehensive nutrition assessment, only 28.6 percent of IDP households had access to safe, regular water supply. Over half depended on unprotected sources and lacked sanitation facilities. Only 60 percent of IDP households and 40 percent of host and normal households had received bed nets.

The comprehensive nutrition assessment found that over 80 percent of IDP households had received rice, noodles, fish, oil and biscuits, whilst 40 percent had benefited from distributions of sugar and dried milk. Iodised salt availability varied greatly, with nearly 90 percent of households along the West Coast using iodised salt compared to only 25 percent elsewhere. The consumption of fresh fruits, fresh vegetables and biscuits was low, indicating a lack of diversity in the diet, and potential for micronutrient deficiencies.

The above results indicated that malnutrition, particularly anemia and under-nutrition³⁸ amongst children, continued to be a serious public health problem in NAD, especially in 13 affected districts and were caused, at least in part, by food insecurity. The assessment also provided evidence that the high coverage of vulnerable groups with food and nutrition interventions through general distributions had most likely alleviated the potentially negative effects of the emergency on acute malnutrition. The findings offered evidence that the high prevalence of malnutrition and infectious diseases were a result of a disrupted food supply, lack of water and

³⁷ Acute Respiratory tract Infection.

³⁸ Wasting, underweight and stunting.



sanitation facilities, insufficient health and nutrition services, and poor transportation and communication following the earthquake and tsunami. Whilst differences in sampling techniques prevented a comparison of results between the initial rapid assessments carried out by UNICEF, WFP and other partners in January 2005, and the survey conducted in March/April 2005, the decrease in wasting experienced during this period in two highly-affected districts (Banda Aceh, and Aceh Besar) provided evidence that WFP food aid had reached the population at risk, contributed to improved nutritional status and possibly averted a major deterioration amongst the most vulnerable members of high-risk communities.

Despite food aid interventions and some decline in the rates of malnutrition, the continuing high prevalence of malnutrition was cause for alarm. The high prevalence of chronic malnutrition indicated that malnutrition is a long-term problem related to poverty, inadequate knowledge about nutrition and poor caring practices, low levels of hygiene, inadequate water supply and sanitation facilities and insecurity. The assessment also indicated that further interventions, including continuing general distributions and targeted food aid, micronutrient supplementation, and other services such as improved hygiene and sanitation, access to clean water, advice and support for appropriate care and feeding practices were still needed.

Table 1. Aceh Food Security and Nutrition Response for Tsunami-Affected Areas³⁹

Line Donor NGO	Minister, Agency,	Committed Intervention
BAKORNAS PBP		Rupiahs 3000/per capita/per day during the emergency phases.
Ministry of Health		Fortified blended food and biscuits for children 6-24 months; Vitamin A capsules for children 6- 59 months and post-partum mothers (for 500,000 population); Capacity building and training for nutrition staff that will be recruited for satellite health post and hospitals. Management support for nutrition interventions.
UNICEF		680,000 vitamin A capsules; 1,300,000 albendazole; 270,000 iron tablets; Preliminary nutrition survey in Banda Aceh and Aceh Besar; Rapid nutrition assessment for 13 affected districts in NAD; Proposed Posyandu revitalization; Anthropometric equipment for Posyandu; Nutrition Surveillance; Capacity building; training for nutrition; operational cost for nutrition intervention for Aceh and North Sumatra.
WFP		General food distribution for 790,000 beneficiaries (rice, canned fish, and vegetable oil) for all affected areas (January to March) through relief and food-for-assets programmes: food to support training of 2000 teachers (March/April); Fortified biscuits and noodles for 340,000 primary school children, 130,000 children under five and 55,000 pregnant and nursing mothers; assistance to 8000 orphans and children in day care centers starting April 2005; Revitalize Food and nutrition surveillance system for Aceh (April 2005); Capacity building and dissemination of nutrition education material (starting April 2005).
WHO		Part of UN flash appeal, nutrition is proposed for supporting and managing severely malnourished children through therapeutic feeding centers at 41 health centers and referral hospitals; Operational cost for nutrition intervention; Technical assistance and coordination improvements.
Helen Keller International		Distribution of 750,000 red and 195,000 blue vitamin A capsules; 1,125,000 zinc tablets; 15,000,000 sachets sprinkles; 17,000,000 sachet iron fortified

³⁹ GoI, MoH, 2005.



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	soybean sauce - all affected areas in 2005. REAP (Rapid Emergency Assessment and Prioritization) in 73 camps in Banda Aceh and Aceh Besar, 7 villages in Nias, and 5 villages in Simeuleu; 200 vitamin A promotion kits.
Asian Development Bank	Health and Nutrition Promotion for IDP and non-IDP; Nutrition Interventions; Training for nutrition staff and Posyandu cadres at selected areas (proposed for 2005 and 2006).

4.2 The Food Basket in Sumatra/Aceh

The daily rations for general distributions, distributed once per month, aimed to provide about 2,100 Kcalories per person per day and consisted of rice (400 grams), noodles (33 grams), canned fish (50 grams), cooking oil (20 grams), and micronutrient fortified biscuits (30 grams).⁴⁰ The GFD ration was considered nutritionally adequate, although somewhat low for iron and iodine. When asked if the ration was sufficient, all beneficiaries met by the evaluation responded positively.

With little or no opportunity to supplement the diet due to the lack of cash and virtually no opportunities to fish or garden, ad hoc distributions of donated food by NGOs appeared to constitute an important but unreliable source of dietary variety. The absence of information on types of foods, quantities distributed and to whom rendered it impossible to determine the effect of these foods on nutritional status. The evaluation received reports of uncontrolled distributions of free infant formula and other infant foods containing milk from private sources that should not have been permitted. Such foods may even have been the cause of increased morbidity identified amongst young children, in light of the poor sanitation and hygiene facilities, inadequate food preparation and storage conditions and limited access of households to clean water.

Beneficiaries reported selling some commodities to purchase non-food requirements since very few were able to find work, and cash distributions had not been provided. Others informed the evaluation that one or more family members had been able to work for a few weeks cleaning up tsunami-damaged buildings, but only for short periods of time.⁴¹

4.3 Nutrition Rehabilitation and Recovery Activities in Sumatra/Aceh

School Feeding (SF) Programmes

With over 177,000 school-age children who survived the tsunami in need of support to continue their education, over 450 primary schools destroyed⁴² and 1,870 teachers lost, massive efforts were required to re-establish the primary education system.

Under EMOP 10405.0, and in consultation with the School Health Coordinating Board,⁴³ 340,000 primary school children in Aceh will be provided with micronutrient fortified biscuits⁴⁴

⁴⁰ Food basket per person/month: 12 kg/rice; 1.5 kg/canned fish; 0.6 kg/A&D fortified vegetable oil; 0.9 kg/fortified biscuits; 0.9 kg/instant noodles.

⁴¹ IDPs in camps near Lohseumahwe and Calang reported participating in cash-for-work programmes for 15 days.

⁴² 1,962 schools of all types were destroyed in total.

⁴³ TP-UKS.

⁴⁴ Biscuits are fortified with Vitamins A, B1, B2, B6, niacin, folic acid, D, E and calcium, iron, zinc and iodine.



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and nutrition and health awareness sessions for a period of one year. WFP provided a daily ration of 75 grams of biscuits per child, to be distributed free of charge to all students and staff in identified schools. The Nutritional Rehabilitation Programme through Primary School (NRP/SF) aims to assist parents and students to return to school, thereby increasing enrolment after the tsunami, increase student attendance, prevent hunger during class hours and improve the nutrition, health and performance of students. Schools targeted by the NRP/SF include those in districts damaged by the tsunami and earthquakes, those located near IDP camps, those without any food assistance and those logistically accessible. The programme requires a strong commitment from the school staff and parents.

In March 2005, the SF programme was initiated with approximately 50,000 beneficiaries. In April, the programme tripled to include over 150,000, and by May, had grown to over 270,000 children and teachers. The programme planned to expand to 340,000 beneficiaries by August 2005, with a monthly requirement of 663 tons of fortified biscuits.

Major constraints to the SF programme include lack of adequate sanitation and hygiene facilities in damaged schools, and insufficient drinking water. During a visit to a SF programme near Lohseumahwe, teachers and pupils pointed out to an evaluation team member that the water supply had been infiltrated with salt water, and potable drinking water was difficult to obtain for school children. WFP had contacted UNICEF and other NGOs and was trying to secure their help in water supply and sanitation facilities.

In some areas, especially those most affected by the tsunami, the SF ration may be insufficient to meet poor children's nutritional needs. Since the most affected districts have been targeted first, and rates of malnutrition are relatively high, nutritional objectives of the programme may not be achieved through limited school rations. Now that the SF is established, further investigations are needed to improve ration size and quality, particularly for the most malnourished children.

Biscuits were seen as a direct income transfer, freeing resources that households usually spent on a meal or snack for school children. For IDPs with no source of income, the fortified biscuit for school children was undoubtedly an important source of food and additional micronutrients. The teachers, students and families contacted by the RTE Team welcomed the SF programme, and teachers reported improved attendance, despite the relatively short duration of the programme at the time of the evaluation. An excellent monitoring system, complete with forms for internal record-keeping and external supervision had been established that should generate useful data.

One finding of the RTE Team, strongly supported by the ACF report for Aceh, was that after the first three months of general distributions there was a strong case for WFP and its partners to transform their energies into a more 'finely tuned' programme that responded more precisely to the needs of different groups in different areas. WFP's own initial assessment had suggested that as roads were repaired and more local rice from the March harvest came on to the market, there was a need for far more targeted feeding.

Box 8: Supplementary Feeding Programmes (SFP) for Mother and Child Nutrition (MCN).



The need for nutrition support programmes for children, women and other vulnerable people was identified in the initial emergency needs assessment. In accordance with ongoing programmes under WFP's PRRO, the planned intervention was to target the most vulnerable members of the population, including children 0 – 6 months of age (250 grams of noodles per day for an exclusively breast-feeding mother), children 7 – 12 months (blended food from GoI), pregnant women (250 grams/day of WFP noodles) and children one to five years (75 grams of WFP fortified biscuits).

Since SFP required an established health system to function, and much of the health system and infrastructure has been damaged or destroyed, the programme was slow to begin and only started in May 2005 in the form of a pilot project at a satellite health post (SHP) in a sub-district of Lohseumahwe. In addition to take-home rations distributed on a monthly basis, the programme included health centre services such as growth monitoring and promotion, nutrition and health education, and counselling. During the evaluation, the first SFP distribution was observed at a community health centre. News of the programme had spread and instead of a small number of beneficiaries, three times as many people as expected arrived for the SFP. Amongst the potential beneficiaries were several malnourished children, obviously in need of nutritional assistance, confirming the findings of needs assessments.

Conclusions Regarding Food & Nutrition in Sumatra/Aceh

The evaluation found that very limited numbers of people affected by the tsunami were able to return to their previous or alternative livelihoods, and, therefore, the majority were in need of continued food aid after the first three months. Many tsunami survivors were involved in fishing and the evaluation confirmed the findings of other recent assessments that it is taking much longer than expected to revive the fishing industry, due to disruptions in the whole marketing system. New or repaired boats are necessary, but not sufficient. Until more people are able to move to more permanent housing and can re-establish their livelihoods, food aid will be necessary as a way of helping people free up limited resources. At the same time, improved beneficiary targeting is essential, together with better monitoring of food aid, to identify both those most in need of food, and to ensure those in transition from emergency to recovery have sufficient resources to meet their food and income needs during this critical period.

WFP's interventions are thus appropriate and should be continued, in collaboration with other related activities and programmes, but they need to be adjusted and better targeted to meet the different nutrition needs of different districts.

4.4 Sri Lanka: Findings on Nutrition, Food Security and Beneficiary Perspectives

According to the rapid baseline nutritional assessment carried out in the first weeks following the tsunami,⁴⁵ the overall prevalence of malnutrition was found to be 14 percent.⁴⁶ Levels were higher than expected considering the availability of adequate health services, lower mortality rates than most neighbouring South Asian countries, and the impressive educational achievements made in Sri Lanka.⁴⁷ The prevalence of low birth weight, reflecting maternal

⁴⁵ A rapid nutrition survey was carried out by the Medical Research Institute - Sri Lanka, together with UNICEF and WFP, and completed by 22 January 2005.

⁴⁶ Global Acute Malnutrition (GAM).

⁴⁷ Sri Lanka Tsunami WFP Emergency Needs Assessment Report; WFP-Rome: January 2005.



malnutrition, was also high, with approximately 20 percent of all babies born with low birth weight. Anaemia in pre-school children was found to be a moderate public health problem with a prevalence of 30 percent, and a severe problem in children between six and 12 months of age (57 percent). In pregnant women, the prevalence was 30 percent.⁴⁸

The prevalence of underweight was higher than the national average in almost all tsunami-affected areas, with results showing that 20 percent of children were stunted, 16 percent were wasted and 35 percent were underweight. Few reliable nutrition surveys have been carried out in the north and northeast of the country. Limited available data showed a particularly high prevalence of wasting amongst young children.⁴⁹ Two thirds of the children under-five suffered from acute respiratory tract infections and nearly one in five had diarrhoeal diseases.

Ninety-two health facilities in eleven districts were either damaged or destroyed, causing disruption to delivery of health services and patient care and requiring an estimated US\$79 million in aid to rebuild. In January 2005, GoSL, UNICEF, UNFPA and a number of NGOs began to re-establish primary health care services and up to the time of the evaluation, there had been no reported cases of outbreaks of epidemics.⁵⁰

While most IDP camps were provided with clean drinking water, many IDPs were not able to secure the recommended 20 litres of water for general purposes. Sanitation facilities were also inadequate, with limited public facilities available for IDPs residing in camps. Women beneficiaries met in one IDP camp in Ampara district reported that drinking water provided in large bladders by an NGO was contaminated with worms. They also complained that public latrines were unsanitary and difficult to maintain, and expressed embarrassment when using shared toilet facilities.

UNICEF and WFP planned to provide an update on the nutrition situation of affected populations at the end of May. Unfortunately, this information was not available at the time of the evaluation. However, information provided in the follow-up ENA indicated that few changes had taken place since the initial assessment, with rates of malnutrition remaining stable. It was not possible, therefore, to determine the extent to which WFP's interventions were effective in improving nutrition.

4.5 General Distributions in Sri Lanka

Immediately after the disaster struck, local populations that were not affected by the tsunami and local government authorities quickly responded to address basic needs. Through interviews

⁴⁸ Baseline Nutritional Assessment, MRISL-UNICEF-WFP, Colombo: January 2005.

⁴⁹ The evaluation attested to a marked difference between the appearance of IDP children in the east and in the north-east of the country. In LTTE areas, children showed marked signs of malnutrition. In emergencies, a wasting level of 15 percent or more in under fives would call for blanket supplementary feeding.

⁵⁰ During the evaluation team's visit to IDP camps near Ampara, beneficiaries complained of children suffering from 'yellow fever' due to the heat. The illness, later confirmed by NGO medical staff working in the camp to be hepatitis A (jaundice), had been diagnosed in three children in the IDP camp at the time of the RTE.



with beneficiaries, the evaluation confirmed that a wide variety of individuals, community groups, and NGOs provided cooked and uncooked food to tsunami victims, in addition to WFP's immediate response.⁵¹ The Sri Lankan community also provided health supplies and services, bottled water, and other necessities to families across the affected zones. The Tamil Rehabilitation Organisation (TRO) provided efficient emergency assistance to people in the north and east of the country.

The GoSL's action plan for reconstruction was compiled by the Task Force for Rebuilding the Nation (TAFREN), with inputs from related ministries.⁵² In addition to reconstruction, provision of materials and supplies to schools, and some personal debt relief, the action plan also provided direct cash assistance for affected households. The rationale for providing food aid, in addition to cash assistance, was described in the ENA and included the following:

- Food aid was more effective than cash assistance in increasing food consumption, and ensuring that diets did not deteriorate further, often to the detriment of the most vulnerable, including women and children.
- Nutritionally balanced food rations were more likely to address the high malnutrition rates, particularly in the north-east than more fungible cash transfers.
- Cash for consumption given prior to the harvest would risk driving up prices, as cereal supply is relatively inelastic.
- Studies in Sri Lanka show that cash programmes have been less effective in reaching the poor than food.
- Institutional infrastructure to deliver cash in the conflict-affected north-east is weak.

Many women preferred food since cash was more likely to be used for other purposes, such as the purchase of alcohol and tobacco. Alcoholism is a problem in Sri Lanka, contributing to poverty and other social issues. This concern was raised by the Ministry of Social Welfare and Women's Affairs (MSWWA), and confirmed in an earlier study financed by WFP. Beneficiaries reported that while women were responsible for food aid coupons, male family members were given control of cash coupons.

Due to the fact that poor people were disproportionately affected by the tsunami, losing more lives and livelihoods, and that malnutrition rates were already very high in affected areas prior to the emergency, the ENA recommended a full food basket for general distributions, covering initially 600,000 to 650,000 people. The ENA recommended that food aid be phased out in early April for this portion of beneficiaries, assuming that other forms of assistance would be available to support their economic recovery. The ENA also assumed that rice prices would drop between the end of February and early March. In April, general distributions were to be replaced

by targeted food aid interventions, with a proposed beneficiary caseload of 400,000 that would gradually fall to 180,000 in September 2005. WFP planned to continue to support the latter population of chronically poor families through safety net schemes, with particular support to vulnerable members such as pregnant women and children through targeted nutrition interventions.

⁵¹ WFP began dispatching emergency aid to affected districts across Sri Lanka on 28 December 2004, using in-country food stocks, and airlifting in items such as high-energy biscuits.

⁵² TAFREN is the longer term construction task force and developed the action plan for reconstruction. The Task Force for Relief (TAFOR) dealt with logistics and relief supplies (food and non-food) and quickly shifted its main focus to shelter and transitional housing.



As pointed out above, despite these recommendations, the GoSL requested that WFP provide a full food basket for 16 weeks (approx. four months) to 900,000 people in addition to its own distributions of cash, until 15 May 2005. In May 2005, an estimated number of 931,000 people were holding ration coupons. According to WFP food monitoring data, however, the actual number of GD beneficiaries was considerably less, with an average number of 700,000 people for the period February to April 2005. In May 2005, GoSL census data noted that 878,000 people were eligible for food aid, while the actual number was estimated at around 700,000.

In May, the GoSL announced an additional ten-week extension of food aid to 15 July for all beneficiaries, surpassing the date originally recommended by the ENA to end food aid for at least one third of the caseload by some three months. During the evaluation, it was widely recognised that a large number of beneficiaries were people who would not normally qualify for WFP food assistance. At the same time, the evaluation noted that many of these people had yet to re-establish their livelihoods, were still residing in IDP camps or with friends and relatives, and would remain food insecure until more permanent solutions had materialised for both housing and employment.

By integrating WFP's assistance into the government's broader social welfare response, the GD caseload was considerably larger than originally planned and distributions were carried on for a far longer period. At the time of the evaluation general food distributions were due to continue until July 2005. Targeted relief and recovery activities, including vulnerable group feeding (SFP and SF), food-for-work (FFW) and other food for recovery activities were somewhat delayed as a result.⁵³

Although WFP did not distribute ration cards, beneficiaries were provided with government-issued food and cash coupons indicating the quantity of food to be distributed. The evaluation observed that many beneficiaries had more food coupons left than anticipated, indicating delays in distributions, despite announcements by the GoSL that all food distributions for earlier periods had been completed. As noted earlier, government reporting for food distributions depended on warehouse records and collected coupon stubs, which numbered in the millions.

Ration cards clearly show that beneficiaries were meant to get Rupees 200 in cash and a 'food basket' equivalent to Rupees 175 in theoretical value, a total of Rupees 375 per week.⁵⁴ In fact the value of the food basket was less than this, averaging around an estimated Rupees 125 per week. Some beneficiaries felt that they were being 'cheated' out of the difference between the value of the food they are given and the ration card figure. Although the WFP Country Office enjoyed excellent relations with the GoSL it found it difficult to influence details of the distribution programme, such as the information provided for beneficiaries on people's ration cards.

4.6 The Food Basket in Sri Lanka

The food basket distributed in Sri Lanka was composed of a mixture of rice and wheat flour (400 grams – i.e. 200 grams of each cereal); oil (20 grams), lentils (dhal - 60 grams), sugar (20 grams) and 5 grams of iodised salt. All items, with the exception of iodised salt, were provided by WFP through the GoSL distribution mechanisms. Beneficiaries were also provided on an

⁵³ MCN, SF and SFP were initiated in May 2005; FFW has not been viable to date.

⁵⁴ Rupees 375 was equivalent to around US\$4 at the time of the mission in May 2005.



irregular basis with biscuits, milk powder and canned fish from other sources, and non-food items such as soap, shampoo, and towels from the GoSL, the Red Cross and NGOs.

Oil was absent from the food basket initially and it was added by WFP later in January, in order to improve the nutritional content of the food basket. Oil stocks inspected in field-based warehouses were comprised of both imported vitamin A and D fortified oil and locally purchased coconut oil. Although the coconut oil was not labelled as fortified, this information was provided in WFP reports.

Beneficiaries in some areas commented that they were unaccustomed to wheat flour and expressed their preference for rice. Fifty percent of the cereals portion of the ration is provided in the form of wheat flour, although many beneficiaries consume rice as their staple food. Given the excellent harvest now coming in, the argument for local purchase of rice is very strong, although the difficulties of implementing a local purchase operation (given the controlling influence of the LTTE and the lack of reliable reasonably large traders) are acknowledged in the LTTE areas.

Apart from the wheat flour component of the cereals ration, the only other complaint about the food ration was the low quantity of sugar (20 grams/person/day). According to some women, sugar was used mainly by men for tea and coffee, which were consumed with significant amounts of sugar. In fact, the evaluation believed the inclusion of sugar in the food basket to be less of a priority, given the low nutritional value of the commodity and distributions of cash for all affected people.

While adequate in quantity, the food basket somewhat lacked diversity and nutritional quality. At the time of the initial nutritional assessment, over 70 percent of the children were not receiving appropriate supplementary food to meet additional nutritional requirements and only 23 percent of children surveyed received vitamin A supplements, despite the existing national Vitamin A programme. At the time of the evaluation, however, supplementary feeding was functioning and distributions of blended foods and fortified biscuits had taken place through schools, due to the lack of appropriate health facilities.

4.7 Mother and Child Nutrition and School Feeding in Sri Lanka

Prior to 2002, WFP had no Maternal and Child Nutrition (MCN) or School Feeding (SF) programmes in Sri Lanka. The MCN component was introduced in the Country Programme at the end of 2002 as a result of the CP design mission, in which WHO participated. The MCN component of the PRRO (2002-2004) was initiated in the Vanni area in March 2003. Thus, MCN exists in both CP districts of the south and the PRRO districts of the north-east, with a steady and gradual expansion in both areas since early 2003. Through the PRRO, blended food was distributed to all children aged 6 to 36 months and pregnant and lactating women through health clinics by MoH staff. Because of supply problems, WFP's blended food began to replace

*thripasha*⁵⁵ in these districts — at a higher ration level — permitting the GoSL to provide more regular coverage of the *thripasha* programme in other districts.

Due to the destruction of over 80 health facilities by the tsunami, the initiation of MCN feeding programmes planned through the 2005-2006 PRRO was delayed. By April 2005, however, some

⁵⁵ Locally developed and produced complementary food for infants and young children.



distributions of Corn Soya Blend (CSB) to pregnant women, lactating mothers, and under three year old children in at-risk districts were initiated in Ampara and Batticaloa, and others planned for June.

According to a 2003 WFP report on school children⁵⁶, prevalence rates of malnutrition among school children 5 to 9 years old were slightly higher than among pre-school children (wasting: 15 percent compared to 14 percent; stunting: 17 percent compared to 14 percent, underweight 31 percent compared to 29 percent). In response to the fact that children's nutritional status, including short-term hunger, hampers their learning capacities and educational performance, the GoSL has provided school feeding programmes for some time. School feeding was urgently needed, not only to improve educational performance of primary school children, but also to address the problems of short-term hunger and nutritional deficiencies of school children. Through the previous and current PRRO, WFP had planned to support SF programmes (referred to as Food for Education or FFE in Sri Lanka) in conflict affected areas, targeting the most vulnerable and food insecure communities.

The FFE component of the 2005 – 2006 PRRO aimed to expand SF activities that had been piloted in August 2003 as a mid-morning meal for 27,000 students in five educational districts in conflict-affected areas. By 2004, SF activities covered nearly 175,000 students in 1,000 participating schools. In preparing the PRRO, WFP had worked closely with the government, WHO, UNICEF and FAO in order to ensure a more holistic approach in targeted schools, for example by providing deworming tablets, school gardens and better sanitation facilities.

Following the tsunami, hundreds of schools were damaged or destroyed, and PRRO school feeding plans were put on hold. However, by May 2005, school feeding had been initiated for 160,000 primary school children in the northeast and 91,000 students in the south, with plans to expand by the end of 2005. Managed by School Development Societies, a local form of Parent-Teacher Associations, SF implementation was supported by NGOs (mainly World Vision International – WVI) and the GoSL's Ministry of Education (MoE). Unlike GD of food rations, community-based organisations rather than government entities were strongly involved in SF, providing support to schools for food delivery, preparation, and storage. In the absence of regular SF, a one-time distribution of two months take-home rations of CSB was provided to all school-aged children in tsunami-affected districts between March and May 2005.

For 2005, SF rations consisted of fortified biscuits, with each child receiving one packet per day. Children and their families interviewed by the evaluation expressed their appreciation for the biscuits, with many acknowledging the important income transfer the SF ration offered. In light of the widespread nutritional problems found amongst school-age children, and the limited

micronutrient content of the food rations, further efforts were needed to improve SF (for example by providing meals or take-home rations).

⁵⁶ Kaufmann, Silvia, *Nutritional Situation of School Children and Recommendations to the WFP Food for Education Programme in the North and East of Sri Lanka*, WFP Sri Lanka, Colombo: November 2003.



5. Co-ordination

5.1 Co-ordination in Indonesia

The issue of co-ordination in the humanitarian sector as a whole in response to the tsunami will be evaluated in a separate study coordinated by ALNAP under the Tsunami Evaluation Coalition (TEC) supported by a number of donors, UN agencies, NGOs and others. Therefore,



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the present evaluation will document briefly some of the issues around co-ordination most relevant for WFP. Some co-ordination issues are also covered in the sections below, especially those on UNJLC, UNHAS, and Communications.

In the first few days after the tsunami, there was a small group of about six agencies in Aceh led by the UNDAC Team, with good communication between them. This changed rapidly in January with the arrival of an estimated 300 NGOs and the numbers in coordination meetings increased to over 80 people. With severe shortages of staff and accommodation and insufficient space on aircraft for both freight and staff, there was a sense of competition between the different agencies. Initially there was an 'inner group' of the major UN and INGOs, which were used to working together and would participate in coordination meetings, and a wider group of mainly NGOs which participated far more sporadically.

OCHA in Banda Aceh found coordination challenging in light of the number of agencies involved, the large amounts of money available to them and the pressures to show immediate results. There was also no single agency to undertake coordination on behalf of the NGOs. In May, the International Council for Voluntary Agencies (ICVA) was attempting to set up such a body but it was unclear how successful it would be. Also there were reported to be no less than three types of coordination meetings – those of the IASC, donors and OCHA itself.

Although the provincial government in Aceh is involved in coordination, the very high degree of destruction of government offices and loss of personnel has made it impossible for it to direct the humanitarian response to the same extent as was possible in Sri Lanka. The major focus of the GoI was on the coordination of reconstruction in Aceh rather than on the humanitarian issues. Some WFP staff in Banda Aceh suggested that more could have been done to provide support to key line ministries, especially the Ministry of Health, in view of the major losses it suffered in the tsunami, and the huge challenges it faces in co-ordinating so many different initiatives. A new government reconstruction agency has been set up and, at the time of this RTE, WFP was discussing the possibility of seconding a staff member to support its work.⁵⁷

From the perspective of OCHA, the main point of tension in their relationship with WFP was the issue of common services, especially the use of aircraft. There is a view within OCHA (described in more detail in the section on UNHAS below) that WFP staff tended to use UNHAS assets more for the benefit of WFP rather than in support of the UN's response as a whole.

⁵⁷ The agency is called the Badan Rehabilitasi dan Rekonstruksi, and is run by an ex-Minister, Mr Kuntoro Mangkusubroto. At the time of the RTE it was having difficulty securing its operating budget from Jakarta.



5.2 Co-ordination in Sri Lanka

The GoSL took a very pro-active overall coordination role from the start and the major UN Agencies were already working in or near the affected areas, rendering the coordination of the relief response relatively straightforward. Despite this advantage, there was considerable confusion in the districts, with many agencies competing to offer assistance at the same time as many district offices were damaged and key government staff members were missing. By the time of the evaluation, local level co-ordination systems and regular meetings had been put in place in most districts, however.

Some people interviewed by the mission expressed concern that the large influx of new NGOs and others offering help added to the confusion and resulted in excessive publicity seeking on the part of some agencies. It may have encouraged dependence and delayed recovery for some IDPs.

It seems that coordination was more straight-forward in the LTTE-controlled areas of the north and east, as the LTTE maintains a high degree of control of NGOs and the bulk of the relief and reconstruction work has been undertaken by a small number of NGOs, which have been active in the area since before the suspension of the conflict in February 2002. The LTTE insisted that all the NGOs completed their activities within an agreed time-line and closely supervised the construction of temporary shelters.



6. Security, Inter-Agency Logistics Support and Related Issues

6.1 Security

Security policy does not seem to balance the needs of rapid and flexible emergency response with reasonable security measures. There is a general feeling that the security phases are too high and that the security measures are designed to regulate movement, losing sight of WFP's mission. Many of the security requirements could not be put in place in the early days of the emergency and were ignored. Strict MOSS compliance is still not complete.

Bureaucratic security delays on travel (insisting on 36 hours notice of travel with no apparent utility) and the cost-effectiveness of the numbers of security staff in relation to other operations were questioned by many. The delays built into providing personnel transport in Indonesia, (because security vetoed the use of the most common, easily available and locally assembled four-wheel drive vehicle, insisting on a much more expensive imported type) illustrated this.

Although the installation of HF and VHF equipment was very rapid in Indonesia it was not possible to have it all in place in time to provide MOSS compliance at all locations in the first few days. The need for two vehicles for field missions in areas where security is rated at Phase III or above to send out a single field monitor puts a severe strain on personnel transport capacity, particularly in the early days of an emergency.

Security officers, particularly those from a military background and working with small teams in field offices, could become multi-purpose in doubling for, possibly, communications or logistics support. In Indonesia, the use of security officers from the region who understood the environment and spoke the language was an important initiative in communication with the local security authorities; they were at least able to double as interpreters. Despite their Terms of Reference, Security officers tend to concentrate on the policing of staff rather than assessing the political/security environment. Recognising this the Regional Bureau employed a senior security officer with this brief. Although officially Field Security Officers (FSOs) report to the WFP Country Director, in Indonesia this reporting line was not very well understood and needed to be re-emphasised.

The deployment of Security Officers was also delayed partly due to a failure of the roster system. Only two security officers were deployed to Sri Lanka and six to Indonesia, with a still unfulfilled target of eight at end May 2005. In fact, security in the field seems to have been handled largely at the Regional Bureau and Country Office level with limited support from HQ. The senior staff member deployed from Rome was sent to Sri Lanka rather than Indonesia. WFP Headquarters currently appears to have insufficient capacity to support emergency field deployment of security officers.

Finally, medical evacuation arrangements are not complete although WFP's Security Unit proposed to take a lead in this for all agencies. It was unclear whether WFP considered this a common service for which it was taking responsibility. At one point WFP hired a C130 Aircraft for evacuation purposes, but this was not used, however.



6.2 Inter-Agency Logistics Support

6.2.1 The Role of UNHAS in Indonesia

Within the UN system WFP is authorised to operate aircraft to carry passengers and it assumed this role for the tsunami relief operation. Helicopter reconnaissance and delivery capacity was slow to be put in place, however, as were fixed wing aircraft. UNHCR and Oxfam both brought in helicopters before WFP's common service was in position, leading to a general concern over WFP's performance in providing a vital service.

A lack of clarity from the Indonesia User Group, the fact that Indonesia's national airline (Garuda) never stopped its operations and put on larger aircraft, the inaccurate over-estimation of the potential availability of the military helicopters to transport relief personnel, the under-estimation of safety/insurance/legal requirements and the need to repaint some of the DFID-chartered UNHAS helicopters all contributed to a delayed response.⁵⁸

Given these uncertainties UNHAS should try to ensure a more consistent policy on these issues across the UN system for any future emergency.⁵⁹

OCHA/Jakarta confirmed that the Indonesia User Group (UG) dithered in the beginning, thinking that they could make do with the military or existing commercial aircraft, not wanting to further congest the airspace. According to UNHAS in Rome, UNHAS initially offered a B737 (with 100 pax capacity), but this was turned down by the UG, who later asked for a B1900, which the UG subsequently decided should not be chartered. A subsequent request from the UG led to the chartering of a C-130, which was in turn cancelled at the request of the UG, after charter negotiations had been initiated by UNHAS. A small jet (HS125) was eventually provided, but it was only used to its capacity towards the end of the contract. As requested by the UG, two Twin Otter aircraft provided support in the northern parts of Sumatra (see below). There was clearly a serious problem, therefore, in communications between UNHAS and the User Group in the early weeks.⁶⁰

Although UNHAS had fixed wing aircraft in its fleet elsewhere in the world, properly marked, insured and equipped, WFP did not temporarily re-deploy them, deferring to the reservations of the Country Offices using them.⁶¹ The first aircraft to arrive was an eight seat HS125 that arrived on 7 January and left on 12 February. At the end of February one Twin Otter finally arrived and, to meet increased passenger demand, a second Twin Otter arrived on 17 March. (The only route the Twin Otters can fly that is not covered commercially is Banda Aceh to Meulaboh).

⁵⁸ UNHCR did not attempt to repaint the Swiss military helicopters that they brought in and simply added UNHCR emblems.

⁵⁹ An evaluation of DFID's support to the UNHAS operation in response to the tsunami in Indonesia is being carried out by a consultant and should provide some lessons on how to improve future UNHAS response.

⁶⁰ DFID and TNT were both instrumental in arranging helicopter support for UNHAS. The delay in putting the DFID helicopters into operation was partly that DFID contracted them and then offered them to UNJLC rather than to UNHAS and partly technical contracting issues for UNHAS.

⁶¹ An attempt was made by UNHAS to deploy one aircraft from Afghanistan to Indonesia, but the Afghanistan CO did not agree to the re-deployment.



Once the aircraft were in the field they were operated effectively, but using a basic manual flight management system and without a ticketing system. Insurance arrangements are in place to cover WFP staff traveling on military aircraft and other aircraft not operated by UNHAS during an emergency, but they are not well understood and the arrangements are interpreted differently even by those in the best position to know. For example, some think that a waiver from UNSECORD is necessary to travel on military aircraft.

UNHAS has its own passenger insurance for non WFP staff traveling on the aircraft it operates, which is built into the cost of the aircraft.

In future, helicopter fuel will be stored in a facility now being prepared in Meulaboh. Units arrived on 12 February but the fuel farm was not commissioned until after the Nias earthquake, for which it would have been invaluable.

6.2.2 UNJLC

The UNJLC's mandate is to coordinate and augment logistics. It found this much more demanding in a sudden onset emergency situation. New staff members in unfamiliar surroundings were at an enormous disadvantage in bringing coordination to bear. Nonetheless, UNJLC staff sought to provide their usual coordination function as they helped in filling numerous logistics gaps.

At the global level, the UNJLC continues to struggle to forge its identity, with its role remaining unclear to both its stakeholders and its partners. Although it played a useful role in a multitude of activities many of those activities were seen as marginal. It is still perceived by many observers, unfairly, as being peripheral to the main logistics operations.

UNJLC were amongst the first to mobilise, demonstrating their responsiveness. They responded in their UNDAC capacity rather than waiting for their normal activation mechanism. The UNJLC management also used its initiative to start contacting its staff and to hire consultants and arrange Stand-By Agreement (SBA) staff. This gave it an advantage in logistics staffing over WFP.

It was a UNJLC initiative to put a senior ex military staff member in Banda Aceh which provided the break-through to operational relations with the military and which, together with the initiative taken by WFP in establishing senior security links with the military, has set a valuable precedent.

A clear overview of logistics operations was evident in UNJLC's web site from its first bulletin produced on 30 January 2005. UNJLC was praised by its cooperating partners, partly because it established itself early and was able to bring in significant numbers of Stand-by agreement staff, who in turn were able to augment WFP's logistics operations and UNHAS. Although UNJLC staff members were deployed rapidly, in some cases there were questions over their quality and qualifications and there were the usual criticisms that many of the temporary staff did not understand WFP and WFP's support services.



Had the Core Unit (based in WFP Headquarters in Rome) been stronger in terms of immediately available senior logistics personnel and had it had an even more effective system of hiring consultants and obtaining Stand-by agreement staff support, it could have put more experienced, better quality, staff in the field and would have been in a position to better brief and guide the many staff that it eventually mobilized.

UNJLC played its usual role in cargo prioritisation for UNHAS flights and took on the role of passenger management for all non-UNHAS flights in a mutually positive relationship. While UNJLC was able to oversee general land and sea logistics costs, the early escalation of airfreight costs, presumably partly due to competition between the agencies and between them and the NGOs, could have been avoided if the UNJLC had provided a platform for the exchange of information on prices much earlier.

The lack of clarity of UNJLC's mandate, in a logistics environment dominated by WFP, caused confusion and some duplication of effort. WFP staff often thought the effort they put into the UNJLC support was not worth it and that UNJLC too readily involved itself in operational roles. Some agencies still think that it is biased in favour of WFP, despite the fact that the most strident criticism of UNJLC is still from some WFP staff members who are upset at not obtaining priority on assets, most notably aircraft that they see as theirs, when in fact they are meant to be common service support. The lack of clarity over the role of the UNJLC in relation to WFP remains an issue in the absence of internal guidance within WFP.

Neither UNJLC nor UNHAS was able to establish a consolidated pipeline of information on non-food items, largely because of the reluctance, or incapacity, of the agencies involved to forecast or provide information on their imports. This is an area of major importance for future operations. UNJLC is clearly underestimating the difficulty of putting a tracking system in place, absent the motivation of a multiplicity of agencies to cooperate in providing such a system with timely information.

In addition to chairing regular logistics coordination meetings, at which, for example, it was able to share information on NGO logistics operations with other NGOs and to offer space on WFP landing craft, UNJLC performed its usual role in information on its web site, mapping, air coordination with the military over landing sites, facilitating warehousing and port operations, cargo prioritisation for UNHAS, passenger management and information on flight schedules for non-UNHAS aircraft, and organised a pouch service.

Other examples of coordination were in facilitating vehicle registration in Sumatra – using an innovative UN number plate system to overcome delays in the normal registration procedures. It also provided immediate information on road conditions, operationally vital information on port conditions, instructions for flight bookings, information on access to airside and cargo areas, information on handling equipment at airports and information on the availability of fuel and how to access it. Other services included: detailing the sailing times, availability and costs of ships and ferries, informing the humanitarian community on government logistics operations and possible road transport contractors with indicative prices, the usual customs and clearance brief, providing information on warehousing availability and handling costs, and the availability sourcing and approximate costs of building and heavy earth moving materials. UNJLC even provided information on the costs of office stationary and hire cars.



The Field Operations Manual, which brings together a wealth of information and guidance, appears not to be used. It contains a huge amount of standard pro-forma, agreements etc that can be used or adapted for new operations without having to be designed from scratch but it seems that few people if any were referring to it.

UNJLC, in common with WFP, had an unusually high turnover rate of temporary duty staff, some of whom lasted only a few weeks. For example, there were seven Chiefs of the UNJLC office in Jakarta in five months. UNJLC's administration and finance support in the field was also weak and subject to delays.

(Recommendations on the improvement of the UNJLC are not being made in this report, as they are being made in a separate OEDE-managed evaluation of global functioning of the UNJLC. The UNJLC evaluation report is being presented to WFP's Executive Board for consideration in November 2005).

6.3 ICT/FITTEST

In **Indonesia**, the Working Group on Emergency Telecoms (WGET) did not have time to arrange an assessment, receive proposals from the agencies and consult the Humanitarian Coordinator. In the absence of this mechanism the WFP Country Director in Indonesia accepted an inter-agency role for WFP. This role was limited, however, as neither ICT nor FITTEST was able to take on the operation as a complete inter-agency package since virtually all of ICT and FITTEST global staffing assets were deployed in Sudan. Despite a slow start, the telecommunications support was effective and impressive.

In addition to establishing telecommunications and IT for its own operations, WFP assumed responsibility for setting up a network of 24/7 MOSS compliant radio rooms with HF and VHF as a common service. Meanwhile, UNICEF assumed responsibility for the provision of satellite data communications using their "fly-away" kits. Each agency was to be responsible for its own IT support without common cyber café arrangements, which was a realistic operational agreement. The limited role that ICT accepted was not fully understood by some people, however, and there was an expectation in some quarters that WFP would simply provide communications for everyone, although that was never part of the IAET mandate.⁶²

ODB Bureau ICT staff took the lead, with the understanding that it could call on WFP Headquarters and FITTEST staff and resources when needed. The first technician on the ground was from FITTEST and it was able to offer equipment support from its stocks in Dubai.

There was confusion over the respective roles of the agencies. OCHA/Jakarta thought that WFP had the formal Common Services role for all communications. As the operations developed, however, OCHA actively participated in developing a mandate which partitioned responsibilities, with WFP taking over security telecommunications and UNICEF taking the lead in common data connectivity.

⁶² To be noted, in this respect, is that several NGOs in Aceh purchased and installed their own satellite communications equipment.



The 24/7 radio rooms required for Phase Two and above, were, by agreement set up very rapidly and efficiently in Sumatra/Aceh. A platform of initially three and eventually six offices which others could plug into was provided in offices with HF, VHF, a 24/7 radio room, procedures, frequencies and call signs that were all MOSS compliant. This was implemented in a coordinated manner to avoid interference with any other communications. There was some suggestion that these radio rooms were unnecessary as mobile telephones were quickly brought back into service. In practice mobile telephones are expensive, the networks are invariably overwhelmed in an emergency and are they are outside the control of the UN. The radio rooms provided a base of inexpensive and reliable communications, totally under the control of the UN and complementing any other means of communication. (Mobile phone services can only augment security telecommunications networks and can never replace them in areas of high insecurity).

Most communications criticisms related to the delays in getting email connection and IT support. General electrical installations and telephones were also in demand. Although in general telephones remained functional, WFP provided a sat-phone and a laptop with email until a V-sat was installed. Air band radios were also supplied to communicate with helicopters and aircraft. The equipment went directly to Banda Aceh, avoiding potential bureaucratic problems. The first communications expert arrived in Banda Aceh on 29 December 2004.

There was no clear ICT mandate for **Sri Lanka** where communications were not massively disrupted and telephone lines continued to work. Unsuccessful efforts to bring in radio equipment in a sensitive environment demonstrated the difficulties of overcoming a mixture of security and administrative resistance on the part of the GoSL.⁶³ UNDP provided security communications but in an apparently non-MOSS standard as they outsourced the operations. In Sri Lanka there was no clear division of responsibilities between agencies, even for the 24/7 security system. (Comments on an initial draft of this report confirmed that there was an overall lack of coordinated support for centralized TCA in Sri Lanka. Agencies relied on ad hoc arrangements for local security communications and, with the exception of WFP, these were not MOSS compliant).

V-Sats

Data transmission facilities for Lotus Notes, Wings, Compas and voice were installed using V-Sat terminals. The WFP V-Sats in Medan and Banda Aceh airports and Banda Aceh office and Meulaboh were only in service by mid-February and in Calang by the end February. Agencies needed their own V-Sats for both technical and private reasons, however, with the result that at any one location a number of V-Sats were in use at the time of the evaluation.

Once the V-Sat equipment is installed, it is relatively inexpensive to operate, considering the high demand for data and voice transmission. The equipment can also be dismantled after use and returned to stock. At a cost, portable Satphone communication can be achieved much more quickly, however, and must be considered for sudden onset emergencies.

⁶³ The problems with the mixing of IT and communications equipment in the same import package have been noted elsewhere in this report.



6.4 COMPAS

WFP's computerized commodity tracking system, known as COMPAS, was not designed for sudden emergencies. COMPAS could not be installed and deployed quickly enough to meet the early needs of the tsunami relief operation and was only fully operating, at considerable effort and cost, after the initial phase of the emergency. Delays are an inevitable part of the deployment of COMPAS, because of the need for equipment and staff hire and training. Meanwhile record keeping suffers, multiplying the problems of data entry once COMPAS is up and running.

A simple standard spreadsheet method of commodity tracking for pre- COMPAS and non-COMPAS locations is a priority, in order to provide a minimum of information in the early, unstructured days of an emergency. This may also be necessary simply as a means to double check on COMPAS information, and to reduce the possibility of errors in entries that then become impossible to find and fix after a few months.

The new version of the commodity tracking system, known as Compas 2, is considered to be a major improvement on its predecessor, with pipeline information now useable by pipeline managers, error corrections being much simpler and the system offering far greater flexibility. A proposed system of scanning waybills for electronic entry at a central point is an innovative move, but has yet to be adopted, given the difficulty of electronically reading handwriting. Instead, small offices are providing the information by voice.

Compas still has the advantage of not requiring a V-Sat for data transfer and it can be sent over normal email, where there is a telephone line, although it is more rapid over satellite. In general the RTE team concluded that COMPAS still does not appear to constitute a corporate priority, at least in terms of the central role that the tracking of food movement plays for WFP.⁶⁴

⁶⁴ See similar conclusions from the WFP real-time evaluation of the southern Africa emergency response, 2002-03.



7. Management & Related Issues

7.1 Human Resources

WFP's response to the Indian Ocean tsunami emergency was marked by a rapid deployment of considerable numbers of international and national staff. By the end of March 2005 there had been a total of 397 international (i.e. inter-country) staff movements on a regional basis, including 110 staff on TDY, 108 consultants, 46 standby staff, 66 secondees and 67 staff on short-term missions. Of these, 307 were male and 90 female.⁶⁵ In addition large numbers of new temporary national staff were recruited locally in Indonesia and Sri Lanka.

The deployment of WFP's own staff (about of a third of the total) was marked by a high degree of improvisation, however. It is generally agreed that the Emergency Response Roster (ERR) did not work, as insufficient staff with the right seniority and profile were available for assignment from the roster. Although there were some 35 staff members on the roster, these were mainly General Service (GS) staff and less experienced professional staff. Thanks to volunteers and staff who were approached to volunteer, it did prove possible to get sufficient staff in place about two weeks after the tsunami struck. There was an imbalance between logistics staff and programme staff, however, with the latter not being available in sufficient numbers at the front line field level in both Indonesia and Sri Lanka.⁶⁶ As noted earlier in this report, some logistics staff interviewed mentioned that they managed to get food to distribution points in Indonesia, but that there were insufficient programme staff to arrange the final distributions to beneficiaries in a timely manner in the early weeks of the operation.

⁶⁵ Data from the Asia Regional Office in Bangkok.

⁶⁶ To be kept in mind is the demand for experienced staff from such other major emergency operations such as Darfur, Sudan.



Box 9: Proposals to reform the emergency response roster.

In April 2004 the Senior Staffing Coordinator in the Operations Department produced a discussion paper for the proposed restructuring of the Emergency Response Roster (ERR). He was concerned that the ERR, established in 2001, was a non-functional entity. The core of his new proposal was a two-tier approach; with a first tier ERR having 12 to 15 experienced and qualified P3 to D1 staff members available for redeployment at 48 hours' notice. Deployment would be for a maximum of three months. A second tier of more junior staff (National Officers; P2/3s) could also be called upon to support a new emergency operation. To date, HQ senior management has not endorsed the proposals made in the paper.

Senior management staff interviewed in the Regional Bureau (ODB) preferred a de-centralized approach, however. According to them, regional rosters should constitute six of the seven spokes of a global roster (with HQ constituting the seventh spoke), with up to twenty staff on each roster, with a mixture of skills (logistics, programme, finance, administration, HR, needs assessment, VAM, M&E etc). Staff should be ready at 48 hours for up to three months' deployment. The selection and screening of staff should be under the authority of the Regional Directors concerned and should not depend just on volunteers. All staff on the de-centralized ERR would be given emergency response training. WFP's own staff would be augmented by stand-by partner staff and consultants, as at present. In the event of an emergency operation that was beyond the capacity of one regional ERT, staff could be called upon from other regional ERTs. It would have to be clarified how an inter-regional crisis would be managed under this emergency response roster scenario, however.

One consequence of the improvisation in staff deployment (apart from the imbalance mentioned above) was too many short-term staff and an initial confusion of roles in the initial stages in some locations. Several of the early TDY staff deployed to Indonesia mentioned this confusion to the evaluation team during post-deployment interviews. Some talked of "too many chiefs" and unclear lines of reporting and authority. As time passed, however, most staff managed to find a role for themselves, although many did not have formal terms of reference or job descriptions in the initial phase of the operation. It is important to have a clear management structure with well-defined communication and reporting channels, including organizational charts, early in the operation.⁶⁷

Several WFP managers and implementing partners were critical of the short-term nature of many of the initial TDY assignments (many being for a month or so). Frequent rotation of staff leads to loss of institutional memory and problems in developing strong working relationships with implementing partners, in particular national government partners. The combination of new international staff on short-term TDYs and inexperienced newly-recruited national staff leads to weak programme implementation and monitoring.

⁶⁷ Sri Lanka put together a draft organizational chart by mid-January and presented it to an all staff meeting. This showed reporting lines and the relationship of the sub-offices to the Country Office, etc.



In the case of one sub-office visited by the evaluation team in Sri Lanka (Ampara) there had been three heads of sub-office in five months.⁶⁸ This situation was not atypical of the operation as a whole. The mission considers that the head of sub-office post is a critical one and should be staffed by experienced WFP staff of sufficient seniority and with a good mix of programming and logistics skills.⁶⁹

The mission strongly recommends that initial TDY assignments should be for at least three months, after which longer-term staff should be assigned. Frequent rotation of staff should be avoided, for the reasons mentioned above, as well as for cost and accountability reasons.⁷⁰ When short-term TDY staff rotate out of the operation they should be obliged to leave behind comprehensive hand-over notes for their successor and, if possible, have a formal face-to-face hand-over.

It is notable that the deployment of logistics and ICT staff was stronger and more effective than the deployment of programme, finance and administrative staff.⁷¹ This may be because, at the corporate level, there is a more formal tracking of logistics staff and a better following of their careers. The same does not seem to be true of programme staff, there being no “focal point” for such staff in Headquarters at this time. WFP needs to establish a roster of programme staff members who have proven experience in emergency and recovery programming.

It has been suggested by some field staff interviewed that a standard template or module of basic staffing for an emergency operation should be established and replicated as necessary as an operation grows in size. Besides logistics and programming staff, every emergency operation needs sufficient finance, administration, HR, M&E and reporting staff, amongst others in the very initial stages to ensure that the emergency is run efficiently and according to WFP's rules and regulations. Typically, experienced finance, HR and administrative staff who are willing to work for extended periods of time “on the front line” are in short supply, particularly in the early stages of a new emergency operation. A stronger field cadre of such staff needs to be built up.

For finance staff, one senior manager suggested that reputable international finance companies could be approached by WFP and asked to make staff available, presumably on a cost recovery basis, as stand-by partner staff. They would need to be trained in WFP financial procedures and systems prior to deployment, however, so some contingency training would be necessary.

Some staff also suggested that a rules/regulations and guidelines compliance officer and a “historian” (inter alia, to record lessons learned) would be useful in larger emergency operations. Some junior staff members are rather ignorant of WFP's rules and regulations, as

⁶⁸ Frequent staff rotation did not affect only WFP, however. As mentioned earlier in this report, UNJLC/Jakarta had seven Chiefs in five months and some INGOs mentioned that they faced similar problems in retaining expatriate staff in the face of difficult living and working conditions (e.g. in Banda Aceh).

⁶⁹ This is not to underestimate the sterling work which has been done by staff with less experience of WFP in some sub-office locations. Perhaps turnover of staff at sub-office level is as much a problem as lack of wider WFP experience of the staff assigned.

⁷⁰ When too many staff are involved in managing an operation, because of frequent rotation, accountability tends to be diluted.

⁷¹ For example, some 50 ICT staff from 22 different countries were deployed to the region within a week or so, despite a heavy global workload. Not all ICT staff members need to stay longer term, however. Some technicians can be rotated out again fairly rapidly once systems are set up. There was an observation, however, that there were too many ICT staff with radio communications backgrounds and not enough with IT backgrounds, to assist with computer problems.



well as corporate guidelines. Perhaps given the plethora of corporate guidelines in recent years this is not so surprising, however.

ALITE in WFP Headquarters facilitated the deployment of staff from fourteen stand-by partners, most of them quasi-governmental. Forty such staff were deployed to Indonesia and Sri Lanka at the height of the operation.⁷² The first stand-by partner (RedR/Australia) had arrived already on 1 January 2005 and helped set up the base camp in Banda Aceh, five days after the tsunami struck. Stand-by partner staff proved to be invaluable, with many of them focussed on logistics and related issues, including port operations, convoy management, mine action, ICT and helicopter support. For the future, it has been decided to investigate the possibility to have more programming and monitoring staff on the rosters (e.g. possibly from DFID/UK), as these were felt to be weaknesses in the overall staffing. Generic TORs for programme staff have been sent out by ALITE to stand-by partners. As for other staff, the provision of proper orientation and briefing and their integration into the existing team can be a problem, however.

Although stand-by partner staff are very useful, at least one senior manager made the point that more experienced WFP staff are needed for the longer-term programme design and management. This should not be left to stand-by partners or consultants.⁷³

Although corporate partners, such as TNT, are not considered to be stand-by staff, such corporate partner staff did an appreciable amount of work in the first weeks and months of the operation. As noted earlier in this report, in Indonesia TNT helped establish the WFP sub-office in Medan and arranged overland trucking in Sumatra/Aceh and facilitated air cargo reception, thus taking considerable pressure off WFP's own over-stretched staff in the initial stages of the operation.⁷⁴

In **Indonesia** the CO had stopped its PRRO distributions to IDPs in Aceh (carried out through the Indonesian Red Cross at that time) in 2003, due to difficulties in access and monitoring. Thus, it had no presence on Sumatra/Aceh at the time of the tsunami. The Indonesia office international staffing complement had been reduced from fourteen in 2002 to seven in 2004, due to problems experienced in obtaining resources for the longer-running Indonesia PRRO. There was no international logistics officer in Indonesia at the time the tsunami struck.

As staff began to be proposed for temporary re-assignment to the tsunami relief operation, the Country Office found that it could not review all curricula vitae carefully and had to trust Headquarter's decisions as to the suitability of staff. As the situation stabilised, it became more feasible to hand-pick staff. Despite some unsuitable staff being assigned (and a few being sent back home), most staff settled in quickly and did commendable work.

By mid-February 2005 a total of 171 staff had been deployed for the tsunami operation in Indonesia, including 63 regular WFP staff (37 percent) and 49 consultants (21percent). The rest were made up of stand-by partner staff, etc. Of the 171 staff, 39 were female (23 percent). Logistics staff formed almost half of the total complement (49 percent), followed by programme

⁷² Not including those seconded to UNJLC.

⁷³ Possibly related to this is a remark from one INGO implementing partner in Banda Aceh that less experienced WFP staff tend to treat NGOs as sub-contractors, rather than true partners, and do not show sufficient respect for the NGO's experience.

⁷⁴ Fifty TNT trucks were operating out of Medan for the tsunami relief operation by 29 December 2004.



staff (19 percent) and ICT staff (18 percent). Of the total 171 staff, 94 were assigned to sub-offices or field offices in Banda Aceh (the majority), Meulaboh, Lamno, Calang and Medan (the second largest number in a field office), while 77 were working in Jakarta. Since this date staffing numbers have decreased appreciably, however.

Some observers felt that existing WFP staff in the Indonesia CO could have been used more extensively in the tsunami response and that a more integrated structure (new EMOP and on-going PRRO) should have been established.

At the time of the mission's visit the WFP operations in Aceh were facing a temporary staffing crisis, due to the transition from short-term TDY staff to the awaited arrival of the longer-term re-assigned staff.⁷⁵

Sri Lanka had a relatively better staffing situation (in terms of overall staff numbers) before the tsunami, as the Sri Lanka PRRO had been better funded (well over 90 percent of resources had been committed by donors in 2004). WFP staffing in Sri Lanka had increased from 21 in September 2001 to 55 by mid-2004, including three international professional staff. Since 2001, WFP had started work on setting up a number of sub-offices to better manage and monitor its small Country Programme and considerably larger PRRO (the new PRRO being worth US\$26 million over two years).⁷⁶

At the time of the mission's visit, WFP Sri Lanka had a total of some 210 staff, including 38 international staff (down from 77 international staff at the peak) and 172 national staff (82%).⁷⁷ Thus, the staffing complement had almost quadrupled in size post-tsunami. The Country Office now has 8 sub-offices (though some consolidation of sub-offices may be possible in due course).⁷⁸ Of the total 172 national staff, 44 (25 percent) are female. Of the total staff, 63 percent are in the field and 37 percent based in Colombo.⁷⁹

Integration of new national staff and their orientation to WFP rules, regulations, policies and procedures has been a problem. New staff need orientation in such basic duties as field monitoring and writing of monitoring reports. One senior manager suggested that a roster of recently retired WFP professional staff could be established to serve as trainers of new national staff recruited for emergency operations and this suggestion is worth consideration.

In both Indonesia and Sri Lanka orientation of new international staff was a problem. Attempts were made to brief and orient staff, but these tended to be somewhat superficial, due to lack of management time. The evaluation team felt that cultural orientation was particularly important

⁷⁵ One successful deployment was that of a WFP nutritionist who stayed in Banda Aceh from early January to mid-May, permitting continuity in programming and enabling WFP to establish close working relationships with GoI authorities. This length of tenure was unusual, however.

⁷⁶ The older Sri Lanka PRRO is being merged with the on-going EMOP through a new Budget Revision and will now run for three years, to end 2007, as a combined operation (under the PRRO category).

⁷⁷ Many of the international staff members in Sri Lanka were expected to leave in the coming months as the operation scaled down.

⁷⁸ The eight Sri Lanka sub-offices are in Ampara, Batticaloa, Galle, Jaffna, Kilinochchi, Mullaitivu, Trincomalee and Vavuniya.

⁷⁹ Source: Younus Khan, HR Officer. Mr Khan also provided the mission with some interesting personal notes and "lessons learned" papers for HR officers.



and could have prevented some misunderstandings and tensions. A senior UN official interviewed by the mission lamented that the vast majority of UN staff had no idea of women's rights under Islam (important in Indonesia in particular) and that little or no orientation had been arranged on this and related cultural or religious topics.

In Sri Lanka some tensions arose between international or national staff sent on TDY to the country and longer-serving local national staff. National Sri Lankan staff felt that the visitors did not always appreciate their skills and local knowledge. Some began to feel marginalised as new staff moved in. The visits of the Headquarters Staff Counsellor were useful in defusing some of these tensions, but there is an underlying issue of TDY staff being made aware of national sensitivities and showing respect to the existing national staff, who will be left to carry on the operations long after the TDY staff have left. The Sri Lanka CO is developing plans for staff training and orientation during the second half of the year that should be useful in integrating new and longer-serving staff.

7.2 Functioning of the Task Force and Headquarters Support

Although a tsunami task force (after the initial few days chaired by the Regional Director in Bangkok) started within 24 hours of the disaster, there was some criticism of the way it worked. For the first month or so there were too many participants, with many only marginally involved in the response, and too much information sharing. At times the task force meetings lacked direction and participants spent too much time on issues of only marginal importance to the main operation. At others, there was repetition of discussions from one day to the next.

The establishment of a dozen smaller working groups in the second half of January to address specific topics and report back on issues of importance helped to streamline the functioning of the task force.

It has been proposed that the task force should be composed primarily of decision makers (or their staff who are delegated by them to take decisions in their absence) and that there should be less time spent on sharing information, as the latter can be more efficiently shared through the daily situation reports or other means.⁸⁰ As time went on the task force tended to move in this direction and meetings became more efficient.

Some staff expressed concern that too much of Headquarters-level decision-making fell on the shoulders of the Senior Deputy Executive Director and that there should have been a senior HQ staff member to support him in following up on decisions and pulling together resources from Headquarters or other Regional Bureaux for the tsunami response.

At an informal meeting held at the Shangri-La hotel in EUR/Rome in April, a select group of experienced WFP managers, including many from the field, proposed the creation of a D2-level Senior Emergency Coordinator post in headquarters, reporting directly to the Senior Deputy Executive Director, to provide Headquarters and inter-Bureau support in the event of a large-

⁸⁰ Staff who wish to follow the deliberations of the task force as agreed observers (e.g. those providing support services but not in a direct decision making role) can follow the deliberations remotely through their telephones as listen-only participants for those sessions which may be of direct interest to them. The real-time evaluation manager often followed the deliberations in this way.



scale sudden-onset emergency. Some senior field staff interviewed by the team disagreed with this approach, however, and were reluctant to see the creation of yet another D2 post in Headquarters. Instead, some proposed that existing arrangements to be strengthened and used for this purpose – e.g. the Analysis, Assessment and Preparedness Service (ODA).

7.3 Donor Response/Resources

The Indian Ocean tsunami relief operation largely “resourced itself” without the need for a major fund raising effort. The timing of the disaster (between Christmas and New Year’s Day) and the dramatic nature of the event, plus the fact that many people were familiar with the countries affected, led to a huge response from the public, the private sector and governments. Extensive media coverage was a feature of this disaster, although it fell off significantly by the end of the first month.

By a month after the disaster, on 28 January 2005, WFP had confirmed contributions to cover 100 percent of the core emergency operation needs (i.e. US\$185 million at that time). This included a cash donation of US\$50 million from the American Red Cross. The Logistics Support Special Operation was 58 percent covered and the Air Support Special Operation 61 percent covered, while the UNJLC SO was 95 percent covered. Thus, overall, WFP had 89 percent of its total against the flash appeal covered a month after the disaster, for a total of US\$228.6 million (against a flash appeal amount of US\$256 million).

At the start of the main RTE mission, in early May 2005, the core EMOP (10405) had been extended from six months to twelve months to end 2005 with a budget revision that increased the EMOP value from US\$185 million to US\$200.9 million. Against this new total, confirmed pledges totalled US\$216.7 million (or 108 percent of the EMOP requirement). Two donors provided fifty percent of the total contributions (Japan and the American Red Cross with over US\$50 million each), and 75 percent of contributions were from four donors – i.e. the American Red Cross, Japan, the European Commission and the US Government. Besides government and institutional donors, private donors contributed US\$1.8 million.

At the end of April it was anticipated that requirements for the Air Support would be considerably lower than the original estimates, as there had been a delayed start to air operations in Aceh. The Special Operation for the establishment of the UNJLC (SO 10408) had been funded at 130 percent by end April (US\$5.1 million against a requirement of US\$3.9 million). By that time, UNJLC operations had already ceased in Bangkok and Colombo, but were continuing in Indonesia.

In total, WFP had received US\$267.5 in confirmed contributions by early May 2005, against total needs (for the EMOP and three SOs) of US\$271 million, thus confirming a healthy resources situation for the year.

In a task force discussion held on 20 January 2005, it was proposed by the Fund Raising and Communications Department (FD) that all contributions should be accepted (none refused) and that the EMOP should be extended until December 2005, as it was felt that some donors might be reluctant to transfer their resources to a PRRO in mid-year. In the event, this strategy was adopted, as noted above, and the EMOP extended to end 2005. Although the EMOP is slightly



over-funded, it is not dramatically so and the approach appears to have been a reasonable one, in retrospect.⁸¹

As noted in the first report sent by WFP to OCHA for its Financial Tracking System (FTS), WFP's expenditure for the first three months of the year on the tsunami response was around 30 percent.⁸² Thus, expenditure in the first three months was roughly in line with what one would expect for a 12 months operation. Expenditure levels should be lower in the second half of the year, as the overall caseload is reduced.

To be noted is the special contribution of WFP's corporate donors to the operation, particularly in the form of in-kind facilities and services. These donors included The Boston Consulting Group, Business Week, Cathay Pacific, Citigroup, Danone, DSM, the *Economist*, Ericsson, the *Financial Times*, *Fortune magazine*, IBM, Nokia, Spencer Stuart, *Time*, TNT, Vodafone, Unilever and the United Colours of Benetton. TNT's significant contribution to logistics, particularly in Indonesia, has been mentioned elsewhere in this report. Unilever facilitated rail deliveries in Sri Lanka, as noted earlier. Other private sector donors were involved in a variety of different ways, including provision of free office space, advertising space, trucking and services. Although the financial value of the private sector contributions was only a small percent of the overall cost of the operations, the speed with which services and facilities were provided magnified the value of the contributions in many instances.

Box 10: The WFP-TNT partnership in the tsunami response.

An "After Action Review" (AAR) of the WFP-TNT partnership was held in Bangkok on 5-6 April 2005.⁸³ Amongst other findings, it was recognised that TNT has a strong presence in Asia but is relatively less prominent in Africa and Latin America, so the operational partnership might not be easily replicable on these two continents. There are only 14 countries where core TNT and WFP operations overlap, though TNT has associate company arrangements in many other countries (such as Sri Lanka).

TNT had made available 2.3 million Euros to WFP for the tsunami crisis and there had been a high "burn rate" of the funds on trucking in particular. TNT representatives in the review stated that they would have had a preference for the provision of more expertise and knowledge transfer, rather than cash-intensive interventions, such as airlifting.⁸⁴

In addition to these corporate partners, it is estimated that the Government of Malaysia's provision of in-kind services at Subang airbase was worth around US\$500,000.

7.4 Finance/Budgets

⁸¹ There was concern as to how donors might react to a six months EMOP being extended to twelve months with minimal extra resources being required. Would donors consider that the original cost estimates had been too high? In fact, they were on the high side for Landside Transport, Storage and Handling costs (LTSH), but these costs were adjusted downwards in the April budget revision.

⁸² Although expenditure on the UNHAS Special Operation was somewhat lower, at 10%. The Special Operation for Air Support (SO 10407) had considerable spare funds at that time (end March).

⁸³ The RTE evaluation manager participated in this two-day review.

⁸⁴ TNT's "Teamspace" on TNT.com gives details of its tsunami support under "Partnerships" and "Fact Sheets".



When OCHA launched the Common Appeal Process (CAP) for the tsunami operation it preferred to present the needs country by country, rather on a regional basis. WFP was running its operation on a regional basis, however. Although OCHA agreed to add a regional section for WFP, one negative outcome was that individual WFP country sections appeared only as “footnotes” in the CAP.

WFP's regional approach provided some flexibility in resources and cash allocations, but there were concerns on the part of the Sri Lanka Country Office that the lower Landside Transport, Storage and Handling (LTSH) rates in Sri Lanka were being subsumed into a higher regional LTSH rate, thus provoking comments from some donors to the Sri Lanka operation that they were being asked to pay too high a rate. This has been a problem common to other regional emergency operations (e.g. southern Africa in 2002-03).

The initial Landside Transport, Storage and Handling (LTSH) estimate in the EMOP budget foresaw a considerable amount of airlifting in the initial stages of the response, but, as things transpired, there was more coastal shipping and trucking in Aceh/Sumatra than originally anticipated and less use of cargo aircraft. Thus, there was a significant downward adjustment in the regional LTSH rate after the first three months (in the April 2005 budget revision). This reduction in the LTSH rate and an overall downward adjustment in the regional caseload were two main reasons why the EMOP could be extended from six months to twelve months with little additional resources requirements. Also, a higher level of regional and local purchases helped reduce the EMOP's external transport costs. Some additional DSC had to be added for the response to the March earthquake on Nias Island, however.

Although EMOP 10405 was prepared and approved by the Director-General of FAO and the WFP Executive Director within nine days of the tsunami, it was necessary to find an interim vehicle to release funds to the operational staff on the ground prior to the EMOP approval.⁸⁵ The Office of Budget (OEDB) in Headquarters/Rome released over US\$16 million from the Direct Support Costs Advance Fund (DSCAF) to fund the emergency before the Regional EMOP was approved. The advance was used during the start-up phase of the operation, when large amounts of cash were required for staff and staff related costs, as well as for capital expenditures.

Initial Immediate Response Account (IRA) funds, in an amount of some US\$17 million, were also used to support the operation – both the EMOP and the Special Operations - and were recovered up-front as new pledges were announced. As in other new emergency operations, the IRA proved to be a valuable temporary funding mechanism and continued donor support to the IRA is to be encouraged.

Many field staff members interviewed by the RTE team were appreciative of the proactive support given to the operation by Office of Budget (OEDB) staff in Rome and the Regional Budget Officer and his staff. Three of the five countries involved in the regional operation were connected to WINGS, giving COs access to financial and budgetary information. The two remaining countries which were not connected to WINGS were provided finance and budget support from the Regional Bureau, which hired three additional Finance and Budget officers to backstop these COs.

⁸⁵ EMOP 10405 was approved on 4 January 2005 for a total (adjusted) value of US\$187.7 million and 252,117 tons of food commodities. The food value was estimated at US\$100.8 million. This data is from WINGS.



A set of guidelines were released by the RB to the COs and key HQ units involved in the regional operation.⁸⁶ The guidelines provide a clear understanding of how the DSC and ODOC allotments should be managed by the Fund Managers (at the RB level) and the Fund Administrator (in OEDB). In addition, the RB requested OEDB to expand the budget structures in Funds Management. This expansion permitted the COs to be assigned their own WBS Element and/or Fund Centres, allowing for funding advices to be released by country, Fund Centre and WBS element. Introducing this structure negated the need to create Fund Reservations (FRs) and eliminated possible confusion on allotments and expenditures. The expanded structure also provides hands-on budget information by Fund Centre, Fund (DSC and ODOC) and individual CO.

Although one Country Director expressed concern to the RTE team about longer-term funding for the large number of temporary international staff positions in his country, OEDB advised that COs had no need to be concerned about funding requirements for international staff, since the guidelines mention that 30% of all DSC generated from the EMOP would be allocated to international staff salaries. The funding of staff positions was not separated by country; all positions were created at the regional level, allowing for the flexible movement of staff within the tsunami-affected countries. This eliminated a considerable amount of work for the Human Resources focal points.

By mid-May US\$25.7 million of direct support costs (DSC) funds had been generated for the regional EMOP and US\$17.3 million had been committed.⁸⁷ The balance of US\$8.4 million was available for commitment. Despite high initial expenditures for start-up costs, TDY staff etc, the situation seemed healthy and the Regional Bureau had no concerns about DSC availability for the rest of the year, as staffing costs (for example) were expected to drop significantly during the second half of the year.⁸⁸

Expenditure of Other Direct Operational Costs funds (ODOC) was generally lower than anticipated and it was expected that these funds would be more than sufficient to the end of the year.⁸⁹

Despite the availability of sufficient DSC funding, at the operational level there were significant problems in cash flow and cash management, particularly in Aceh. At the time of the mission's visit, the Banda Aceh office estimated that it needed US\$350,000 a month in cash to support its own operations and those of the field offices which it supervised, particularly as there was no functioning banking system in many of the locations. The amounts made available from Jakarta were well below this amount, resulting in a backlog of payments (for contractors, daily

labourers in ports etc) and delays in payment of staff salaries in some locations. This has led to labour unrest in some instances.

⁸⁶ The document title is: "DSC and ODOC allotment process for affected country offices and the ODB regional office, under the regional tsunami EMOP and the three Special Operations".

⁸⁷ Direct support costs under the original EMOP totalled US\$34.7 million, of which US\$17.6 for Indonesia, US\$12.9 for Sri Lanka, US\$2.6 for the Asia Regional Bureau and lesser amounts for the other affected countries and Headquarters.

⁸⁸ There were concerns about DSC funding availability for staff etc. as the operation moves into the recovery phase under individual country PRROs from early 2006 onwards. Although some modest carry-forward funds from 2005 are anticipated, significant new resources will have to be mobilized for the two new country PRROs for Indonesia and Sri Lanka.

⁸⁹ Under the original EMOP budget the ODOC funds totalled US\$2.9 million, most of it for Indonesia and Sri Lanka.



As in other emergency operations where the banking system has been destroyed or disrupted (e.g. East Timor/1999) the physical carrying of large amounts of cash by WFP staff involves a significant security risk, both of harm to the staff member and of possible loss of cash. In situations where there is no functioning banking system, there may be no alternative, however.⁹⁰

The Jakarta office was trying to reduce the dependence on cash payments by requiring all national staff to open local banks accounts for their monthly salary payments. The notification for this requirement was rather sudden, however, and it proved difficult for staff to open accounts in some locations, due to limited or over-crowded facilities (waiting in line for hours). The consequence was that by mid-May some national field staff in Aceh had not yet been paid for April.

7.5 Food Pipeline

Due to the large amounts of cash available for local and regional procurement, the local availability of rice in both Indonesia (from Bulog stocks)⁹¹ and Sri Lanka (from WFP's own PRRO stocks) and the diversion of a WFP shipment of some 12,000 tons of rice en route to Bangladesh to Medan, it was possible to establish a reasonably secure food pipeline from the first weeks of the operation. It should also be noted that, in the first few weeks of the operation, a significant percentage of the food distributed in Aceh came from non-WFP sources in many places, mainly local private donations, the international military and the Indonesian military (TNI).⁹²

Although on paper the regional food pipeline looks generally healthy, it was not unusual for the food basket to be incomplete in the first months of the operation, even up to the time of the RTE's main mission in May, due to the lack of one or more commodity. For instance, in Indonesia there were some initial delays in canned fish and fortified noodles arrivals, although WFP tried to overcome this by airlifting 500 tons of regionally purchased canned fish from Thailand. One field office manager in Aceh informed the evaluation team that beneficiaries in his particular area had never received all five commodities at one time, with at least one commodity missing in any given distribution. Also, in one location visited by the mission the implementing partner (NGO) was behind in its monthly ration distributions to IDPs. The impact of this slippage on the country level food pipeline needs to be better examined.⁹³

During the first two-week RTE preparatory mission in February, the regional pipeline report (consolidated sheet dated 17 February 2005) showed shortages of some commodities developing

in the May to July period, for a total of 21,477 tons against estimated requirements of 127,689 tons. This was based on the original EMOP estimated caseload of two million beneficiaries, however. In the event, the number of beneficiaries being fed was somewhat lower and there was some slippage in delivery.

⁹⁰ A field Finance Officer advised that staff could take cash advances against their individual Travel Authorizations, but this seems to be an unsatisfactory solution for covering operational expenses.

⁹¹ BULOG is the Indonesian parastatal logistics agency, inter alia responsible for national rice procurement.

⁹² OCHA/Jakarta remarked that WFP/Indonesia had not coordinated sufficiently with other smaller food aid suppliers. The mission was not able to verify the accuracy of this statement, however. It is known that WFP was in dialogue with the major complementary food aid suppliers, such as the IFRC.

⁹³ Some of the NGOs appear to be over-stretched and it may be useful to consider bringing in additional implementing partners in some areas of Aceh, particularly national partners. It is understood that this is now being done in some parts of Aceh, since the mission's visit.



In Sri Lanka around 6,000 tons of foodstuffs were available from existing PRRO stocks in country, as noted earlier in this report, with first distributions starting on 28 December 2004, two days after the tsunami. The Country Office, in consultation with the national authorities, decided to stop all activities and distributions under the on-going PRRO from January in order to divert the foodstuffs to the tsunami response. The RTE mission had concerns about the impact of this decision on the existing caseload. At the time of the RTE's main mission the loans from the PRRO were being repaid and activities were about to re-start, however.

In cases where the complete food basket was not available at one time for distribution from MPCs outlets, the approach taken was sometimes to delay distributions until all food commodities were available or else to issue chits for the missing items, to be redeemed later. From RTE mission interviews, however, it seemed possible that some beneficiaries simply did not receive the full rations and were not anticipating receiving the missing commodities still due to them.

The WFP Sri Lanka pipeline report dated 23 May 2005 shows a generally healthy supply situation, although the caseload figures used for July (520,000) and August (405,000) are lower than the figures now being discussed for these two months. Based on these projections, the pipeline forecasts a shortfall of 1,752 tons of wheat flour and 43 tons of sugar between September and the end of the year, but it is assumed that these shortfalls can be covered by local purchases if necessary. Since there are so many variables in the beneficiary numbers, distributions and stock situation at this time, however, it is possible that the projected shortfalls may disappear when more clarity is possible.

7.6 Local/Regional Food Procurement

As noted above, the considerable amounts of cash made available to WFP for the tsunami EMOP facilitated the local or regional purchase of an appreciable part of the commodities needed for the first six months of the operation. Against estimated regional requirements for the February-July period of 127,689 tons, WFP had already purchased mostly regionally or locally (with smaller amounts from outside the region) a total of 72,491 tons of commodities, worth US\$29.3 million – i.e. some 57 percent of the estimated regional requirements for that period – by end February 2005.⁹⁴

In **Indonesia** WFP purchased an initial lot of 20,000 tons of rice from the parastatal logistics agency, Bulog, at a price of 2,800 Rupiahs per kilogramme ex-warehouse (approx. US\$300 per ton) – a price that was competitive with the cost of imported rice, taking into account international FOB prices and delivery costs.⁹⁵ Most of this initial purchase (16,000 tons) was

used to repay borrowings. By June 2005 WFP was in the process of purchasing a further three lots of 20,000 tons of Indonesian rice from Bulog and much of it will be the produce of the island of Sumatra (i.e. locally produced), helping Sumatran paddy farmers. Thus, rice, which comprises some 80 percent by volume of the food basket, is being and will be mostly locally purchased in Indonesia.⁹⁶

⁹⁴ In addition, there were 26,220 tons of in-kind contributions available from the USA (of which 12,300 tons for Indonesia and 13,920 tons for Sri Lanka) by 22 February 2005. This was comprised of rice, corn soya blend, vegetable oil and pulses. Some of these had been called forward for early delivery from a regional US food reserve facility in Dubai.

⁹⁵ International FOB prices for 25% broken white rice were around US\$250 per ton at the time.

⁹⁶ Indonesia's import ban on rice was lifted temporarily to allow receipt of this diverted shipment.



WFP purchases of rice are not large in the Indonesian national context, however, as the national rice output reached 54.3 million tons of paddy in 2004 (equal to some 33.37 million tons of milled rice). WFP's planned year 2005 purchases totalling 80,000 tons would be equal to only some 0.2 percent of total national production and should have no negative inflationary effects on prices and national supply.

WFP also purchases locally manufactured micronutrient fortified biscuits and micronutrient fortified noodles in Indonesia for the tsunami EMOP, after some initial small imports of biscuits from Bangladesh and India. On the other hand, most of the vegetable oil (apart from in-kind oil from the USA) is purchased regionally in Singapore (Malaysian origin refined palm oil), though small amounts were purchased in Indonesia. Canned fish for Indonesia was purchased regionally from the People's Republic of China and Thailand. It seems to be important for the CO to keep an eye on the impact of imported vegetable oil on the local Sumatran palm oil industry and attempt to maximise local purchases, if possible. The impact on local coconut oil producers will also have to be monitored, although it is understood from the recent FAO-WFP report (May 2005) that many coconut palms were destroyed by the tsunami and the supply of coconut oil has been reduced.

In **Sri Lanka**, the government introduced an import ban on rice in February 2005, as a good 2005 "Maha" crop (October to March growing season) was predicted (although the country is not usually entirely self sufficient in rice supplies).⁹⁷ In May the WFP Country Office undertook an initial purchase of 2,000 tons of local rice. The mission was advised that the Secretary of Agriculture had assured WFP that there should be no problem to meet WFP's rice needs, as buffer stocks (up to 80,000 tons) could be milled, given the good 2005 harvest. The government had given advances to needy farmers and was giving them a guaranteed price. WFP was anticipating a local price of thirty Rupees a kilogramme of milled rice, guaranteed until February 2006, on a DDU WFP warehouse basis, with WFP providing the bags.⁹⁸ A further local purchase of 8,000 tons was being envisaged at the time of the mission's visit to Sri Lanka in May.

Although paddy prices had fallen in the main eastern rice growing areas of Sri Lanka, it was believed that this was due to the bumper harvest, rather than the impact of food aid. The open market price of paddy had gone down to 12 Rupees a kilogramme (25 Rupees a kilogramme for milled rice), reportedly, but a government support programme was purchasing paddy at 16.50 Rupees per kilogramme.

The EMOP cereals food basket in Sri Lanka is based on 50 percent rice and 50 percent wheat flour. All wheat is imported into Sri Lanka (up to a million tons a year), with none grown locally, and is milled in country. Up to May 2005, WFP had purchased 6,600 MT of wheat flour locally.

In addition to rice and wheat flour, WFP had purchased locally 1,012 MT of sugar, 200 MT of coconut oil and 450 MT of red split lentils by May 2005. Sri Lanka is a net importer of pulses and vegetable oil, however, so local procurement possibilities for these commodities are limited.

⁹⁷ The Maha crop represents some 65% of the total annual production of paddy.

⁹⁸ Equal to US\$304 per ton DDU, based on the June 2005 UN exchange rate of Rupees 98.65 to the US dollar.



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8. Assessment of WFP's Tsunami Response in Relation to International Standards

This section reviews briefly the extent to which WFP's response to the tsunami complied with international standards, specifically the 'Minimum Standards in Food Aid' as defined by the Sphere Project (see the Annex for details of these standards, as they relate to food aid).

For reasons documented in detail in the above sections, WFP has been unable to meet the Sphere standards for targeting in either Sri Lanka or Indonesia due largely to factors outside its own control.

As documented in the previous sections, WFP's assessments were all of high quality, and certainly met Sphere standards. However, as also argued above, its monitoring and evaluation of the impact of this food aid fell short of Sphere standards in some respects, specifically in relation to post-distribution monitoring. In Aceh this weakness was mainly due to difficulties of access, a lack of suitably qualified and experienced local staff and insufficient management priority to monitoring. In Sri Lanka more monitoring could have been undertaken, but monitoring was hampered by lack of capacity in terms of staff and vehicles initially, as well as competing demands on staff time, where priority often had to be given to resolving immediate operational problems. MOSS-compliance for security also hampered monitoring. The RBM monitoring toolkit introduced by a Headquarters consultant gave the CO the basic forms, but not the necessary systems to track monitoring and analyse data, there being no database available in the first months to enter the results of the monitoring that was carried out (thus discouraging monitors with regard to the usefulness of their work).

In operations of this nature and scale it will always be challenging to achieve the Sphere minimum standard that *the disaster affected population has the opportunity to participate in the design and implementation of the assistance programme*. What one might have hoped for would have been a gradual increase in the participation of beneficiaries in the programme once their immediate food needs were met and discussions on different programming options became possible. Opportunities for such dialogue existed in both countries since survivors held clear ideas on how their livelihoods could best be rehabilitated. In Sri Lanka participatory food committees were at least partly operational by late March.

The evaluation results indicated that people affected by traumatic disasters need far better information about what they are going to receive, when they will receive it, and how long they will be beneficiaries of goods or services, whether from WFP, their governments, or other relief agencies. Since the tsunami struck, many agencies have appeared on the scene and made promises to affected people. Unfortunately, a considerable number were either unclear about their proposed contributions or simply left without keeping their promises. In an IDP camp visited by the RTE team members in Sri Lanka, beneficiaries complained that they had heard of others in neighbouring camps receiving various additional food and non-food items, but it seems that much of this may have been simply rumour. With several NGOs operating services in the camp, it was unclear who was receiving what in some cases.

In Sri Lanka, the 'coupon' system was well understood, but the discrepancies between the total monetary value of the food ration and what people actually received caused confusion and, sometimes, disappointment. Although the design of the forms and coupons was the responsibility of the GoSL, WFP, with its long experience in managing food distributions and



considerable public information capacity, could have been more closely involved in the process and prevented some of the issues that arose.

Overall, beneficiaries of food interviewed by the RTE team were satisfied with general distributions in terms of quantity and quality. As noted earlier in this report, the only issues of concern were minor and included the mixture of wheat flour and rice as opposed to rice alone, white rice rather than the preferred red rice on the north coast, and the modest sugar ration.

In Sri Lanka and Aceh, recipients of food assistance requested milk for young children. All women with infants met during the field visit reported that they were able to breastfeed, however, and had not provided any breast milk substitutes to their infants during the aftermath of the tsunami. While most beneficiaries had no idea that WFP was the provider of food rations in Sri Lanka, recipients in both countries were nonetheless extremely grateful for regular distributions of sufficient quantities of staple foods.

According to a mother of three in an IDP camp outside Lohseumahwe, Aceh province, WFP food rations were “the only thing they could be sure of” since the tsunami struck. Following the first distribution, the IDP residents in one camp experienced an unexpected delay of four days in receiving the next distribution. The resident explained that many people panicked because the previous rations had been depleted and there was great concern that the promised food aid would not materialise in the future. After the next distribution, camp residents adopted a practice of reserving a few days’ rations in case of future distribution problems. During interviews with the evaluation team, however, several beneficiaries asked repeatedly if food rations would continue, expressing concern that such assistance would suddenly cease.

The Minimum Standards in Food Security, Nutrition and Food Aid as outlined in the Sphere Handbook,⁹⁹ provide a “practical expression of the principles and rights embodied in the Humanitarian Charter”. According to the Charter, everyone has the right to adequate food, including the right to be free from hunger. This right specifies the availability of food in a quantity and of a quality sufficient to satisfy the dietary needs of individuals, free from adverse substances and acceptable within a given culture and the accessibility of such food in ways that are sustainable and do not interfere with the enjoyment of other human rights.

In addition to two general standards related to the assessment of needs for food security and nutrition, respectively, the Sphere Handbook outlines 15 specific standards to be met. While the evaluation found that WFP contributed to the achievement of most of these, particularly in terms of its excellent and comprehensive assessments of general food security and nutrition, meeting the nutritional needs of the general population through general distributions, and vulnerable groups through supplementary and school feeding, and addressing moderate and micronutrient deficiencies through a complete food basket that included fortified commodities, some standards were not met. For example, activities to address severe malnutrition such as therapeutic feeding through health facilities had been planned, but had yet to be implemented at the time of the evaluation.

⁹⁹ Sphere Handbook 2004 Revised Edition, Chapter 3: Minimum Standards in Food Security, Nutrition and Food Aid, pp.106 – 194.



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Regarding measures to promote food production, income generation and employment, and improved access to markets, circumstances beyond the control of WFP including government restrictions, and in some cases, beyond that of the host governments, limited progress from during the first five months of the relief operation. WFP demonstrated its strong commitment to standards of food aid planning by successfully providing, together with government authorities and other relief partners, adequate food rations for general distributions that included appropriate and acceptable food items. Although monitoring of distributions was generally inadequate, WFP ensured through its standard operating procedures, that food received and stored for distribution was of high quality.

During the evaluation, opportunities arose to visit the homes and temporary shelters of WFP's beneficiaries and to observe food stocks and cooking facilities. Despite the basic level of accommodation provided for most tsunami-affected people who had lost their homes, simple cooking utensils and equipment, as well as rudimentary storage containers had been provided by a variety of NGOs and government services for those visited. In many homes, kitchen supplies and bedding constituted the only possessions people had.



9. Gender and Protection Perspectives

Although the amount of information gathered and disseminated on the impact of the tsunami was unprecedented, far less attention was paid to determining the gender impact of the disaster, and the effects on women in particular.¹⁰⁰ In the absence of concrete data and an analysis of gender issues, it was difficult to assess WFP's role in addressing them. Nonetheless, in accordance with the objectives of the RTE, the team attempted to assess gender and related protection aspects of the outputs, outcomes and impact of WFP's interventions.

The UN has been mandated to ensure gender mainstreaming in humanitarian crises for most of the past decade.¹⁰¹ Yet, in the tsunami response, most agencies, including WFP, were unable to respond to important questions regarding gender, such as:

- Who held the responsibility and accountability to ensure compliance with agreed upon gender conventions?
- What were the expected roles of each actor in the application of these conventions?
- What roles should have been played by the government, UN agencies, NGOs and others to more adequately address gender issues?

In order to summarise gender issues for the WHO Tsunami Lessons Learned Conference held in Phuket in May 2005, informal assessments were made in Aceh by OCHA, using a gender review framework and key questions. These questions were then applied to WFP's response in both Aceh and Sri Lanka. The RTE team's findings are presented below.

Gender expertise: According to OCHA, in Banda Aceh the ILO, IOM, Oxfam, UNFPA and UNIFEM deployed gender advisers in the early days of the emergency. Approximately 40 to 60 percent of these agencies' relief teams were women. However, WFP's emergency response staffing was far less gender-balanced, with only about 25 percent of women international professional staff. According to the Gender Unit in WFP-Rome Headquarters, no gender advisers were deployed to affected areas, although several key relief staff had previously received gender awareness training and senior managers were familiar with WFP's Enhanced Commitments to Women (ECW). In Aceh, while the recruitment of local staff was difficult, it did not appear that the Field Office was pro-active in attaining a gender balance in staffing. A local staff member reported that she had accepted a field-based WFP position against her family's advice that a single woman should not work in 'such insecure working conditions', perhaps explaining why most applicants for positions were men. Senior WFP staff confirmed that neither gender balance nor expertise in gender issues and mainstreaming were key concerns for recruitment or deployment of TDYs during the early days of the emergency, when issues of logistics and programming were felt to be more urgent.

Gender analysis: In both the inter-agency health needs assessment and WFP's nutrition and food security assessments carried out in early 2005 in Sri Lanka and Aceh, some gender issues

¹⁰⁰ Oxfam Briefing Note: The Tsunami's Impact on Women, Oxfam International; Oxford, March 2005.

¹⁰¹ For example, Security Council Resolution 1325 (2000); ECOSOC's demand for all UN agencies to have gender action plans ensuring gender mainstreaming across all areas of work; IASC 1999 Gender Policy; the International Conferences on Women; and CEDAW. The CEDAW Committee December 2005 statement called on all actors to mainstream gender issues in all tsunami responses.



were assessed and related gender-specific needs identified. Other UN agencies, such as UNFPA, UNICEF and UNIFEM continued to collect information, and WFP carried out follow-up needs assessments using gender sensitive methodologies and indicators. However, the absence of pre-tsunami data rendered a complete gender analysis and comparison with the past situation virtually impossible. As a result, there was insufficient information on cultural and religious issues affecting women and men and, at the time of the RTE, such aspects remained poorly understood by many well-meaning, but uninformed aid workers.

Sex and age-disaggregated data: As of March 2005, the numbers of people affected by the tsunami were widely known, yet few accurate, disaggregated data were available to provide information on the number of women who were injured, dead, displaced or still missing. According to Oxfam, sex and age disaggregated data were not available in any of the most affected areas and a small number of studies, carried out during the recovery stage of the operation, eventually provided limited but strong evidence of serious gender-related issues. In Aceh and Sri Lanka it was clear that many more women and children had died than men.¹⁰² While the exact reasons for this imbalance were unclear, the repercussions for future recovery were beginning to emerge by May 2005.

Vulnerabilities: Trafficking was detected in Aceh soon after the crisis began and the IOM, together with local women's organisations, developed monitoring systems and campaigns to raise awareness. Other issues, particularly related to land tenure, inheritance, home ownership and IDP registration had arisen by the time of the RTE. In Sri Lanka, for example, cases were cited of marriage between young women and older widowed men, in order to replace wives and mothers who had died, and also to establish new, separate households for land tenure purposes. In one case, a young divorced woman and her children left her parents home after the tsunami, ostensibly to benefit from free housing provided by the GoSL to each 'family'. Despite the obvious benefits of this arrangement to the father of the woman, in whose name the house was registered, the vulnerability of a single mother residing alone was an issue of concern.

In Sri Lanka, various local women's organisations were active in addressing gender concerns and providing resources and support to women who were abused or vulnerable to abuse. For example in one coastal area, a watch group had been established to which women could turn when incidents or threats occurred. Some of the issues recorded at the time of the RTE included lack of female medical staff, preventing women with certain health problems from seeking aid; men's alcohol abuse and domestic violence towards women and children; lack of land rights for young, single women; lack of temporary shelter with many men, women and children residing in tents or other makeshift and vulnerable conditions; long distances from sources of work, health care, education and relief aid, requiring walks up to several hours in remote areas and hence exposure to protection issues; sexual abuse and violence, etc. The genderwatch group in one coastal area recorded incidents, provided assistance to women and children to obtain immediate support, legal counsel and police protection, and followed up on individual cases.

Change of gender roles due to crisis: Although concrete data were not yet available, anecdotal evidence suggested that households without women were in crisis, with widowers finding it difficult to cope with childcare, food preparation and other household duties. In addition to the psychological trauma of losing loved ones, cultural traditions and religious mores

¹⁰² The tsunami's impact on women; Oxfam Briefing Note, March 2005.



were major impediments to radical shifts in roles. A man who had lost his wife and six other family members reported to the evaluation team that he had not yet told his children that their mother had died. In order for him to maintain his job, family members had assumed his wife's duties. In most cases, women relatives and friends provided assistance to households without women, in addition their own, adding to their already heavy workloads.

Access: Differences existed within each sector, with traditions, local laws and cultural practices influencing access to humanitarian assistance in many cases. For example, food distributions were allocated to men as 'heads of households', and to male relatives in the case of women who had no husbands or fathers. While women in both countries visited by the evaluation team were generally responsible for food, and actually received the food aid directly; other types of support to livelihoods such as boats, work tools and equipment and opportunities for cash for work, and/or cash distributions were generally offered exclusively to men. Some women interviewed by the RTE team complained that limited cash resources were 'wasted' by men on cigarettes and alcohol, rather than spent on additional food and non-food essentials. At the same time, the coupon system in Sri Lanka was found to be more equitable than no coupons, in that it informed beneficiaries of the amount and duration of food entitlements, and provided clear evidence that resources had been received.

In terms of housing, numerous issues regarding land tenure and ownership emerged by the time of the evaluation, particularly in Sri Lanka where construction was banned on all land within 100/200 metres of the coast. In most cases, land and home ownership was limited to men, placing women in even more vulnerable positions, particularly those who were widowed or fatherless. New houses, and in some cases, supplies, equipment and opportunities for the re-establishment of livelihoods were to be allocated to male family members, a situation that would result in economic hardship for many women and girls. In both countries, both boys and girls were able to attend school and hence benefit WFP's school feeding, with little gender differences in enrolment and attendance.

Participation/consultation process: According to OCHA, consultation and participation of beneficiaries in planning and programming of the tsunami relief operation was generally insufficient, initially for the obvious reasons that many tsunami affected people were traumatised or injured. In the few cases where beneficiaries were involved in decision-making, local men usually assumed lead roles. In Aceh, UNIFEM established a group of women focal points in each settlement area to be the "eyes and ears" of the relief operation as well as information disseminators, although the RTE could not determine whether or not this initiative had produced results. At the time of the RTE, WFP had hired some female field monitors, which greatly facilitated contact with women, improved the quantity and quality of feedback on general distributions and assisted WFP to discern needs for newly-begun school and future supplementary feeding programmes.

Coordination: Gender working groups were established, but not for the purpose of gender mainstreaming. OCHA reported that numerous actors worked to support women's programming in Aceh. However, the degree to which agencies had mainstreamed gender concerns was unknown at the time of the evaluation. The Gender Theme Group (GTG), under the auspice of the Aceh Provincial Government's Women's Empowerment Office, met regularly but mainly for the purposes of information exchange rather than to mainstream gender into the sector working groups and to ensure an adequate response to gender in the relief operation. Oxfam,



UNIFEM and UNFPA were considered to be the driving forces of the GTG, yet by May 2005 a formal workplan had yet to be established within the overall coordination structure. Sector working groups had not yet established gender action plans and no monitoring of gender mainstreaming had taken place.

When asked about gender issues, WFP senior managers indicated that there had not been sufficient time at the onset of the emergency to address gender specifically. Later, the division of responsibilities amongst UN agencies, NGOs and government authorities often prevented a single agencies mandate for gender mainstreaming to take precedence. It is clear that more training of partners and beneficiaries in gender mainstreaming, and the establishment and use of clear guidelines for abrupt-onset emergencies are required. It is also apparent that the lack of gender training of new staff limited the amount of attention paid to gender issues.

Conclusions on gender and protection: A variety of sources provide concrete evidence that the tsunami had a greater impact on women than on men. In both Sri Lanka and Aceh Province, data consistently indicate that many more women than men were killed, and problems related to the ensuing gender imbalance were already emerging at the time of the RTE. Relief agencies were clear that action was needed to avoid negative short-term impacts from developing into long-term problems.

In a March 2005 gender brief, Oxfam warned that generalisations about why women died are not always helpful in understanding complex and diverse processes. On the contrary, they may create an image of women as 'vulnerable victims'. This contributes to their widespread exclusion from decision making. In Aceh, for example, the structures debating the 'master plan' for the reconstruction of the province are almost exclusively male, and women's organisations are struggling to take part in consultation systems.¹⁰³ More information is needed on the potential implications of these imbalances on the well-being of families and communities, which can only come from meaningful consultations with those most affected. Urgent action is needed to ensure that the needs of women and men are adequately addressed, and that the disproportionate impact on women is taken into consideration in all aspects of relief, rehabilitation and recovery.

For most people met by the RTE team, returning 'home' and achieving economic self-sufficiency were the most important short-term objectives. However, in many observed cases, only men were considered for income generating activities, free distributions of equipment, vocational training, and allocations of land and houses, limiting women's contributions to family goals for rehabilitation and recovery. The RTE was reminded of the 'legacy of human rights abuses and a history of sexual and other violence against women'¹⁰⁴ incurred by long-term conflict and unrest in Aceh and north-east Sri Lanka, and was provided with documented evidence of domestic violence, abuse, and discrimination in several sites where WFP was operating. According to relief agencies, the slow progress made in rehabilitating and reconstructing housing, forcing IDPs to remain in overcrowded, isolated and inadequate temporary shelters, continued to be a major source of vulnerability for women.

10. Conclusions on the Role of Food Aid in the Tsunami Response

¹⁰³ Ibid.

¹⁰⁴ Idem.



10.1 The Appropriateness of Food Aid in Indonesia

In view of the fact that both of the areas worst affected by the tsunami were generally food self-sufficient or food surplus areas, the evaluation reviewed the overall appropriateness of WFP's food response.

Only limited numbers of people affected by the tsunami were able to return to their previous livelihoods, or to quickly find viable alternatives, and thus were no longer in need of food aid within two or three months of the disaster. The evaluation confirmed the findings of other recent assessments that it is taking much longer than expected to revive the fishing industry, due to disruptions in the whole marketing system: new boats are necessary, but not sufficient. Until more people are able to move to more permanent housing and can re-establish their livelihoods, food aid will be necessary as a way of helping people free up limited resources. At the same time, increased beneficiary targeting is essential, together with better monitoring of food aid, to identify both those most in need of food, and to ensure those in transition from emergency to recovery have sufficient resources to meet their food and income needs during this critical period.

After the first three months of general food distributions there was a strong case for WFP and its partners to concentrate their energies on a more 'finely tuned' programme that responded to the needs of different groups in different areas. WFP's own initial assessment had suggested that, as roads were repaired and more local rice from the March harvest came on to the market, there would be a need for more targeted feeding.

There has been some controversy around WFP's extended general ration distributions in Aceh, including a carefully researched and reasoned critique by the NGO ACF and a more polemical Briefing Note from Oxfam in April. Oxfam's criticisms suggest that WFP was unsuccessful in communicating that it had combined imported food with an initial 20,000 tons of local rice, procured through Bulog, most of which had been grown in Sumatra province and that, in future, most purchases of rice would be made locally, as would purchases of other foodstuffs, such as noodles and biscuits.

Even agencies like ACF and Oxfam, which were critical of prolonged food aid, accept that there was a strong case for an initial three-month food distribution in Aceh, on the lines recommended in the January assessment.¹⁰⁵ Also, ACF suggested that, at least on the west coast of Aceh, there had been no significant sales of WFP food up to the time of their report in March 2005. Where people had a surplus they often said they preferred to store it, as they were uncertain about how long general distributions would continue.

A high prevalence of anaemia amongst children, viewed together with low consumption of fresh foods and low coverage of micronutrient supplementation, indicates that emergency relief, including food aid, had a greater impact on the macro-nutrient situation of affected people, rather than on their micro-nutrient status.

From a nutritional perspective it was difficult to separate the impact of the tsunami from the longer-term nutritional problems. For instance in the assessment, undertaken in April, no

¹⁰⁵ Action Contre la Faim (ACF) – March 2005: Preliminary Analysis on the Food Aid Response to the Tsunami Crisis.



significant difference was noted between IDP and non-IDP children in terms of nutritional status (11.6 and 11.4 percent wasting, respectively). However, the prevalence of wasting in both groups was above the critical level and warranted nutrition interventions.¹⁰⁶

The major question for WFP, therefore, is whether or not it should have phased out of general ration distributions in Aceh after the first months of the tsunami. The argument in favour of such a course of action was that, by March, local markets were working once again and that, at least in theory, cash distributions could have offered a possibly more cost-effective alternative to large scale food distributions, while having a multiplier effect on the local economy. Another possible scenario was to continue the distribution of food rations in more remote and severely affected areas along the west coast, while introducing cash alternatives in the more accessible areas, particularly along the east coast, where markets were working better and more income-earning opportunities were re-emerging.

While WFP could have advocated more strongly for the need to reduce food aid in the medium term and have persuaded the government and agencies to introduce cash alternatives, in practice WFP/Indonesia did not feel that it was in a position to ensure that people could shift rapidly from food to cash without increasing their vulnerability. It would have been challenging to initiate large scale cash distributions in communities on the west coast, in particular, as the banking system along this coast had been extensively damaged by the tsunami.

Nevertheless, while continuing general food distributions in Aceh can be accepted as a valid (but possibly "second best") option for the time being – i.e. at least for the remaining months of the emergency operation – it is important for WFP, corporately, to acknowledge its probable inherent organisational bias in favour of food aid and to develop expertise, in cooperation with other humanitarian partners, in combining food and cash in relief operations in the future in situations where national and local food markets are functioning satisfactorily. An apparent increasing willingness on the part of some major donors to provide cash in lieu of food may make this a more viable approach in the future.

10.2 The Appropriateness of Food Aid in Sri Lanka

WFP's general distribution of food in Sri Lanka can be described as primarily an asset transfer operation, as the damage to food crops was limited and a new crop was harvested in March. The affected populations would have had access to local food if they had had purchasing power, but WFP had little choice but to comply with GoSL policies to make most of this income transfer in the form of food rather to supplement the government's cash allowances.

Recovery from the tsunami has proven to be a slower process than anticipated, particularly for people who were poor and had few assets or resources before the emergency. Progress has been made on the provision of temporary or 'transitional' housing, but the construction programme for replacement housing and the re-establishment of livelihoods are proceeding slowly. At the time of the evaluation, there was still much to be done to help re-establish small businesses, many of which are run by women.

While the ENA and other needs assessments were important sources of information on a wide range of relevant issues immediately after the tsunami struck, WFP could not ensure that the

¹⁰⁶ As defined by WHO, wasting levels of <10 % for under-five children are cause for alarm.



information provided by the ENA was taken into consideration by the GoSL and other partners in programming and decision-making.

For both SF and MCN programmes, the existence of ongoing programming through the PRRO and Country Programme (CP), established partnerships with GoSL authorities and NGOs, and the availability of experienced staff within WFP were important factors in establishing appropriate programmes as early as possible after the tsunami.

While an urgent response was required early on in the emergency, WFP's decision to rely on the GoSL's existing distribution system in order to respond efficiently and rapidly resulted in some important compromises. These include WFP's acceptance of significant inclusion errors, noted earlier in this report.

10.3 Overall Assessment on the Appropriateness of Food Aid

Where people have lost their homes, assets and livelihoods, food aid provides a form of income transfer while governments, donors and households mobilise resources to return to self-sufficiency. Support in the form of a complete food basket can ensure that, at the very least, peoples' nutritional needs are met, and may prevent beneficiaries from being forced to assume harmful coping practices, such as migration, selling remaining assets and taking loans.

For households that have lost one or more breadwinners, the consistent provision of a food basket through general distributions provided support during the period in which the surviving members are gaining access to available social welfare programmes. If other social programmes are slow to materialise, food distributions may be required for a longer period than planned.

What is harder to assess is whether a reliable supply of food aid reduces the sense of urgency within government structures to move ahead quickly with the transfers of income and assets that are essential for the recovery process. While food needs were largely met after the tsunami, in many IDP camps and temporary shelters, water supply was a problematic issue in both countries. Although a UN Agency (WFP) is mandated to look after food aid there is no single UN Agency responsible for ensuring clean water in these kinds of situations.

While people needed food aid in the first weeks after the tsunami, once initial needs had been met, and markets were starting to function normally, there was a strong case for replacing general food rations with a far wider variety of responses, including a greater cash component, which could be fine-tuned to meet the needs of different people in different locations.¹⁰⁷

As may be expected, in both countries there was a discrepancy between when the highest numbers of people were in need of food – the days following the disaster – and WFP's initial supply capacity. As in many earlier sudden onset emergency relief operations, WFP required about two months to build its operations up in Aceh, though it was faster in Sri Lanka given

smaller distances and easier logistics. Thus, a logistics system which is appropriate for longer-term food emergencies, when needs can be at least in part predicted and the pipeline adjusted,

¹⁰⁷ Corporately, WFP needs to develop a stronger policy and guidelines on food-cash approaches to relief operations and examine in more depth how the one (food) can complement the other (cash), as well as examining the comparative advantages of the food and cash approaches.



may need to be significantly modified for sudden impact disasters in food surplus areas like Southeast Asia.

In both Indonesia and Sri Lanka there has been a high degree of government encouragement for WFP to extend its general distributions well beyond the initial period envisaged in the assessments for both countries. Following the tsunami both governments made commitments to pay survivors a series of different cash grants, though these tended to be more extensive and more reliable in the case of Sri Lanka.

With both the worst-affected areas located either in, or close to, long-standing conflict zones, continued general food aid has a strong political significance, especially at a time when the alternatives seem to have a far more limited coverage and reconstruction efforts are lagging far behind the expectations of both people and donors. Thus cash for work for clearing debris and rebuilding houses and community assets is a rational intervention. In Aceh scaling up cash for work activities has proven to be very challenging, especially if they are to have the same overall impact as food distributions on sustaining livelihoods. Even the combined efforts of two major agencies - UNDP and Oxfam - were only reaching about thirteen percent of those receiving general distributions at the time of the mission's visit in May.

Just as food aid runs a risk of distorting food markets, so cash for work has the potential to distort labour markets. Initially, UNDP was criticized for paying Rupiah 50,000 (or US\$ 5) per day for cash for work, though this rate has since been reduced. Both the widespread general food distributions and cash for work, even on a limited scale, have made it more difficult to start Food for Work programmes. Furthermore, all agencies including the government and WFP would find it difficult to deploy sufficient qualified local staff needed to identify and supervise viable FFW schemes.



Recommendations of the RTE Mission

Nutrition - Indonesia

- In the light of the nutrition issues facing Aceh Province, the much slower than planned recovery and return of IDPs to stable housing and livelihoods, general food distributions and targeted food aid (maternal-child nutrition programmes and school feeding) should be continued for the time being. Indicators for recovery could include return to permanent housing and regular income generating activities for general distributions, and adequate nutritional status for vulnerable individuals – or at the very least, acceptable levels of malnutrition on a population-wide basis.
- As general distributions are gradually phased out, and targeted food aid programmes scaled up, WFP should ensure that appropriate technical support is provided to government and implementing partner (IP) service providers. Technical assistance in nutrition programming and surveillance is particularly important in light of the diminished capacity of local services in Aceh, and the need to ensure that food aid reaches the most vulnerable members of the population, along with other needed services.
- Each affected district needs to develop a plan for food and nutrition interventions to improve the health and nutrition situation of both IDP and non-IDP households, given the fact that wasting prevalence is similar for both populations.¹⁰⁸
- In light of the high prevalence of anaemia and chronic malnutrition, the limited diversity in many people's diet, and delays in GoI plans for IDPs to be resettled in the near future, interventions to address and prevent micronutrient deficiencies will be needed, including distributions of fortified foods and other sources of micronutrients, including sprinkles; improved sanitation, hygiene and water supply; de-worming; and nutrition education.
- Since water supply and sanitation are essential elements of SFP and SF programmes, WFP should liaise with GoI, UN agencies and NGOs and its IP to ensure the adequate supply of drinking water and sanitation facilities such as latrines and hand-washing areas, wherever food aid is provided.
- As recommended in the comprehensive nutrition assessment, the international aid community should support the GoI's efforts to continue monitoring nutritional and food security status in order to identify changes in a timely manner, through the National Food and Nutrition Surveillance System (NFNSS).¹⁰⁹ Growth monitoring and promotion,¹¹⁰ a critical component of the NFNSS is included as part of the GoI Primary Health Centres' Minimum Standards of Service.
- A forum for discussion and experience sharing for the tsunami relief operation should be developed at national and local levels to identify best practices, review challenges, and identify lessons learned for future emergencies. The local and national fora could contribute to a larger regional centre for disasters that would encompass issues of staffing, medicines and medical equipment, food stockpiling and micronutrients. WFP should contribute to this forum at all levels.
- Standardised guidelines for food, nutrition and health management during emergencies must be disseminated widely, and training provided to health and nutrition service

¹⁰⁸ 11.6 percent for IDPs children; 11.4 percent for non-IDP children.

¹⁰⁹ SKPG: Sistem Kewaspadaan Pangan dan Gizi.

¹¹⁰ PPB – Pemantauana Pertumbuhan Balita.



providers. The Indonesia emergency nutrition guidelines¹¹¹ are an example of such guidelines. WFP should assist in the dissemination of emergency guidelines through its existing PRRO and EMOP.

- Regulations controlling ad hoc food donations in emergencies must be developed to avoid problems of inappropriate food items, insufficient quantities, poor or environmentally unfriendly packaging, early expiry dates and other quality issues, and the problem of using limited transportation funds, space in vehicles and storage space. WFP could take a lead in raising this issue with the international aid community, and in establishing appropriate guidelines for future emergencies.
- Instead of reducing efforts, both in relation to implementation and co-ordination, as the emergency subsides, aid agencies must continue to improve coordination and data collection and dissemination on nutrition, food security and markets to ensure that programmes are appropriate, timely and effective. WFP has a significant role to play in Indonesia as it establishes Vulnerability and Assessment Mapping capacity, contributes to the Food Security Atlas¹¹², and carries out additional assessments of food security and nutritional status at regular intervals.

Nutrition - Sri Lanka

- In light of the nutrition issues facing infants, young children, school-aged children and pregnant and lactating mothers in tsunami-affected areas, and particularly in conflict zones, general distributions should continue, but with better targeting to reach the most vulnerable members of the population.
- Maternal-child nutrition programmes and school feeding should be rapidly expanded to reach those in need.
- As general distributions are gradually phased out, and targeted food aid programmes scaled up, WFP should ensure that appropriate technical support is provided to GoSL and implementing partner service providers. Technical assistance in nutrition programming and surveillance is needed in the north and northeastern parts of the country where less information is available, but rates of malnutrition are likely to be highest.

Security

WFP should:

- Request a review of the emergency phases in those areas where it is questioned.
- Seek to have the UN system reformulate the definition of MOSS compliance to ensure that security regulations do not unnecessarily impede emergency responses.
- Re-emphasise that security is best maintained by mature management judgements and not rigid rules. WFP needs to clarify that Field Security Officers (FSOs) should always report to their respective CDs who are overall responsible for security in their areas.
- Hire FSOs in the field who can perform other roles in addition to their security responsibilities.

UNHAS

¹¹¹ Pedoman Penanggulangan Masalah Gizi dalam Keadaan Darurat (Health Department, Directorate General of Public Health, Directorate of Public Nutrition) Jakarta, 2002.

¹¹² WFP Indonesia has developed a Food Security Atlas, providing detailed information on food insecurity.



UNHAS should:

- Identify all factors that impede responsiveness in emergencies
- Clarify the passenger insurance issue.
- Consider developing an electronic flight management programme.
- Develop a simple ticketing arrangement.

Logistics

WFP should:

- Further develop the private sector model for logistics support, as exemplified by the TNT partnership in Indonesia. The value of local knowledge and existing operational infrastructure was enormous and may suggest a model for WFP being 'on the ground' through a comprehensive network of private sector logistics partners rather than WFP having to maintain a large infrastructure in countries with minimal programmes. (Note: This may be easier in Asia than in other regions, however).
- Re-develop Standard Operating Procedures (SOPs) to cover routine emergency responses. The SOPs would automatically deploy standardised support equipment, waybills and 'office-in-a-box' systems.

ICT/FITTEST

WFP should:

- Review what services it wishes to provide to the common system.¹¹³
- Make prior arrangements for immediate access to funding in an emergency.¹¹⁴
- Consider using smaller and faster satellite units (V-Sats) in a sudden onset emergency.
- Re-consider the pre-installation of communications equipment in vehicles if there may be customs sensitivity to the equipment. Avoid packaging sensitive communications equipment together with other items.
- Give priority to remote field office communications.
- Consider a system of hiring local staff for IT support.

The Corporate Commodity Tracking System, COMPAS 2

WFP should:

¹¹³ This has to be done on a case-by-case, country-by-country basis during an emergency operation, as there is no adequate standard formula. In some cases (e.g. Indonesia) WFP may be able to provide only telecommunications support; in other cases both data and telecommunications support may be offered.

¹¹⁴ According to the Regional ICT Officer, not having funding available was a major hurdle for ICT during the first week of the operations.



- Make the development of a simple standard spreadsheet method of commodity tracking for pre-COMPAS and non-COMPAS locations a priority, to provide a minimum of information in the early unstructured days of an emergency.
- Give COMPAS a higher corporate priority relative to the central role for WFP of an efficient system for tracking food movements.

Human resources management

WFP should:

- Carry out a review of the HR response to the tsunami crisis and involving the Human Resources Division (AHD), operational managers and HR Officers deployed in the field, encouraging a frank exchange of views and facilitating an improvement in deployment and management of staff during the next major emergency operation. This should be led by a non-HR senior staff member (with extensive field experience) or external HR consultant and take place before the end of 2005. It could be combined with the proposed "After Action Review" (AAR), if appropriate.
- In future emergency operations of this nature, deploy more experienced staff with a broad range of skills to field and sub offices for longer time periods and avoid too many short-term TDY staff. First wave TDY staff should be asked to serve for an initial period of three months, wherever feasible.
- Give urgent consideration to the overall workload of its front-line staff, with a view to establishing a better balance between operational issues (staff, logistics and budgets) and strategic imperatives – especially the need to ensure high quality monitoring and to build relationships with local government staff, implementing partners and other UN agencies.
- Urgently review the functioning of the Emergency Response Roster (ERR) along the lines suggested in Box 9 of this report.
- Develop a roster of experienced programme (emergencies/recovery) staff at Headquarters so that they can be deployed at the start of a new emergency.

The Management of Emergencies at HQ Level

WFP should:

- Appoint an existing experienced and senior staff member to work as the Senior Emergency Manager in Rome to ensure the rapid and disciplined deployment of corporate assets in a major emergency, to oversee general preparedness and to follow up on the implementation of actions derived from lessons learned. This could be achieved by a rationalization of existing senior staff responsibilities, rather than the creation of a new post.

Finance and Cash Management

- During the proposed September 2005 internal audit mission to Bangkok, Indonesia and Sri Lanka, the audit mission may consider looking into the issue of financial regulations, delegations and cash flow in this emergency operation and make proposals for the improvement of cash management and procurement systems (especially for the local procurement of non-food items) for future emergency operations. This could also be a subject for discussion during the "After Action Review" proposed for later in the year.



Gender and Protection

WFP should:

- Deploy gender experts early on in an emergency, working together with those from lead agencies and major sectors including health, food security and nutrition, water and sanitation, etc.
- As the lead emergency food and nutrition agency, integrate gender into all activities, and ensure all actors in the sector mainstream gender issues. Contribute to an interagency gender working group that is mandated to support gender mainstreaming across all sectors.
- Establish agency-wide benchmarks for ensuring women's participation in general distributions, specialised feeding programmes, and activities to support sustainable livelihoods, including addressing the dominance of men in leadership, and achieving a shift in mind-set from perceiving women as 'vulnerable victims' to one recognising their skills and rights.
- Update existing and/or establish new monitoring indicators to assess the achievement of gender mainstreaming of all activities. For example, for FFW or CFW activities, assess whether or not men and women receive equal pay or food, and whether or not domestic workloads are lightened during work periods.
- Always disaggregate disaster statistics by gender and encourage all other actors in humanitarian emergencies to do so.
- Gain access to long-term comparative research findings on demographic trends, gender aspects of livelihoods, property rights, violence, etc.
- Develop a list of key gender aspects of the food aid and nutrition sector, and disseminate it widely as part of humanitarian accountability standards. Staff from other involved agencies, including UNICEF, FAO, and WHO, major implementing partners, and actual beneficiaries of food aid should be involved in the development of the list.¹¹⁵
- View the protection of women from sexual violence and exploitation as a corporate priority¹¹⁶ and establish and regularly monitor mechanisms to minimise risk during food distributions. WFP should contribute to the functioning of systems to protect women, and report and address incidents of abuse or violence such as the genderwatch group established in Sri Lanka. It should also finance training for security personnel and IDP camp managers to ensure that women are protected and that incidents of harassment, abuse, and assault related to food and other distributions are quickly reported and addressed.
- Review its definitions of vulnerable groups from a gender perspective, and establish new categories according to the emergency at hand. For example, newly widowed men and women facing the challenge of becoming the head of their household after the tsunami could be considered a new 'vulnerable group'.

¹¹⁵ The Socio-economic and Gender Analysis (SEAGA) Guidelines provide tools for emergencies and disaster relief. (Passport to Mainstreaming a Gender Perspective in Emergency Programmes: The SEAGA Guidelines, FAO/WFP: Rome:2002)

¹¹⁶ Protection is of particular concern during conflict and similar settings, when women are alone and when men may consume increased amounts of alcohol due to stress.



- Ensure that viable and creative income earning and learning opportunities¹¹⁷ are available and accessible to both men and women as soon as possible after an emergency, whether in immediate CFW or FFW programmes or other more sustainable livelihood generation and FFT activities. Support creative initiatives to resolve problems, such as FFT to train counsellors to provide psychological support to those mentally and emotionally traumatised by the tsunami.
- Take a leadership role in facilitating, whenever possible and at all levels, the genuine participation of people. Cultivating participation may require “strategies to overcome the limitations of the near-uniform domination of men in leadership structures in the countries affected and a change of mindset from perceiving women as ‘vulnerable victims’ to respecting their rights as citizens with specific perspectives and capacities.” Consult frequently with women and men, and not only when assessing needs, delivering food aid, or evaluating the effectiveness of the programme and advocate for their equal representation and distribution of power on councils that influence relief aid decisions.
- Design relief and recovery programmes and policies that take into account demographic changes, cultural values, an awareness of past and emerging family and household patterns (as opposed to the traditional nuclear family), so that the rights of women as well as men, in property, education, family formation, and reproductive health, are protected and promoted in all interventions.

¹¹⁷ According to Oxfam, this recommendation is a key to “revitalising local economies by unleashing the potential of all. It also avoids creating or strengthening forms of (sexual) exploitation and dependencies. Even within the boundaries of what is allowed by local culture, it is possible and necessary to go beyond the ‘cooking and sewing’ projects to which women are often relegated, so that new opportunities for established and non-traditional occupations are open to them”.

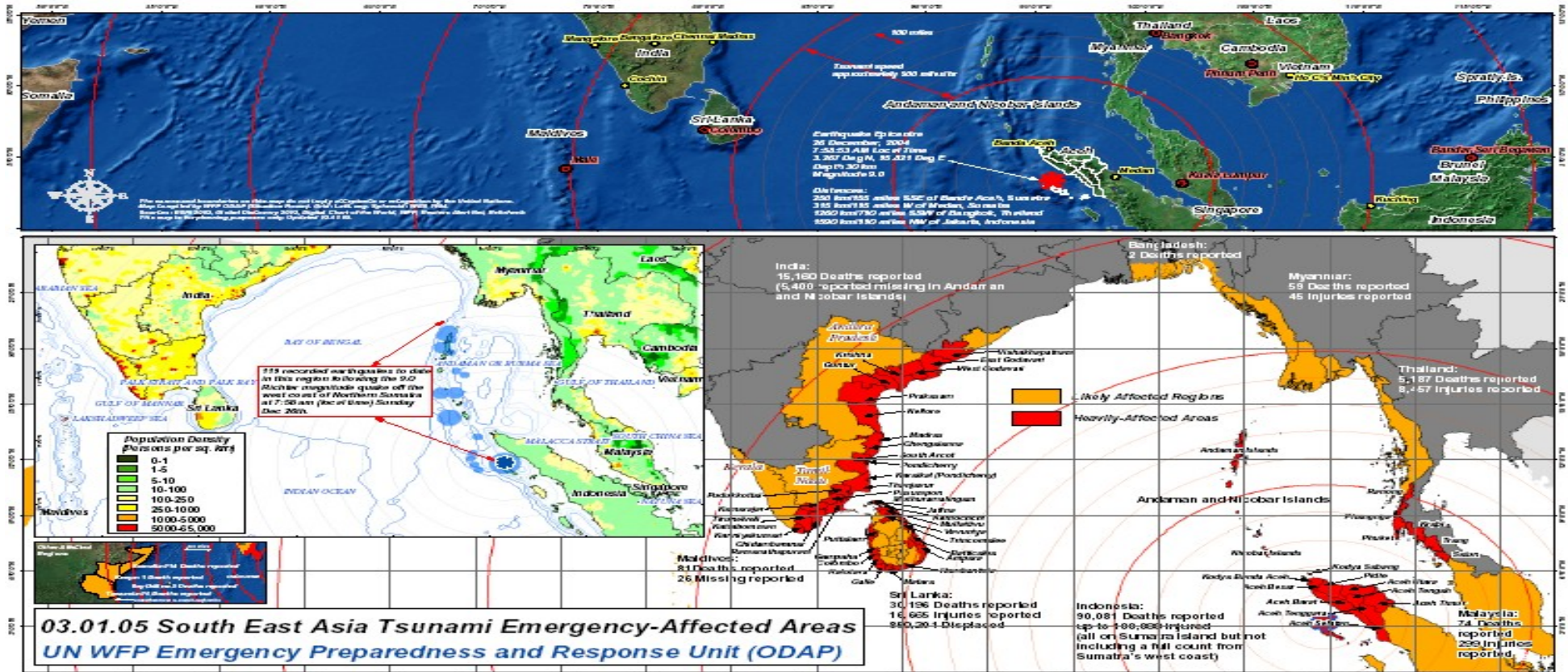


Annexes



Annex A

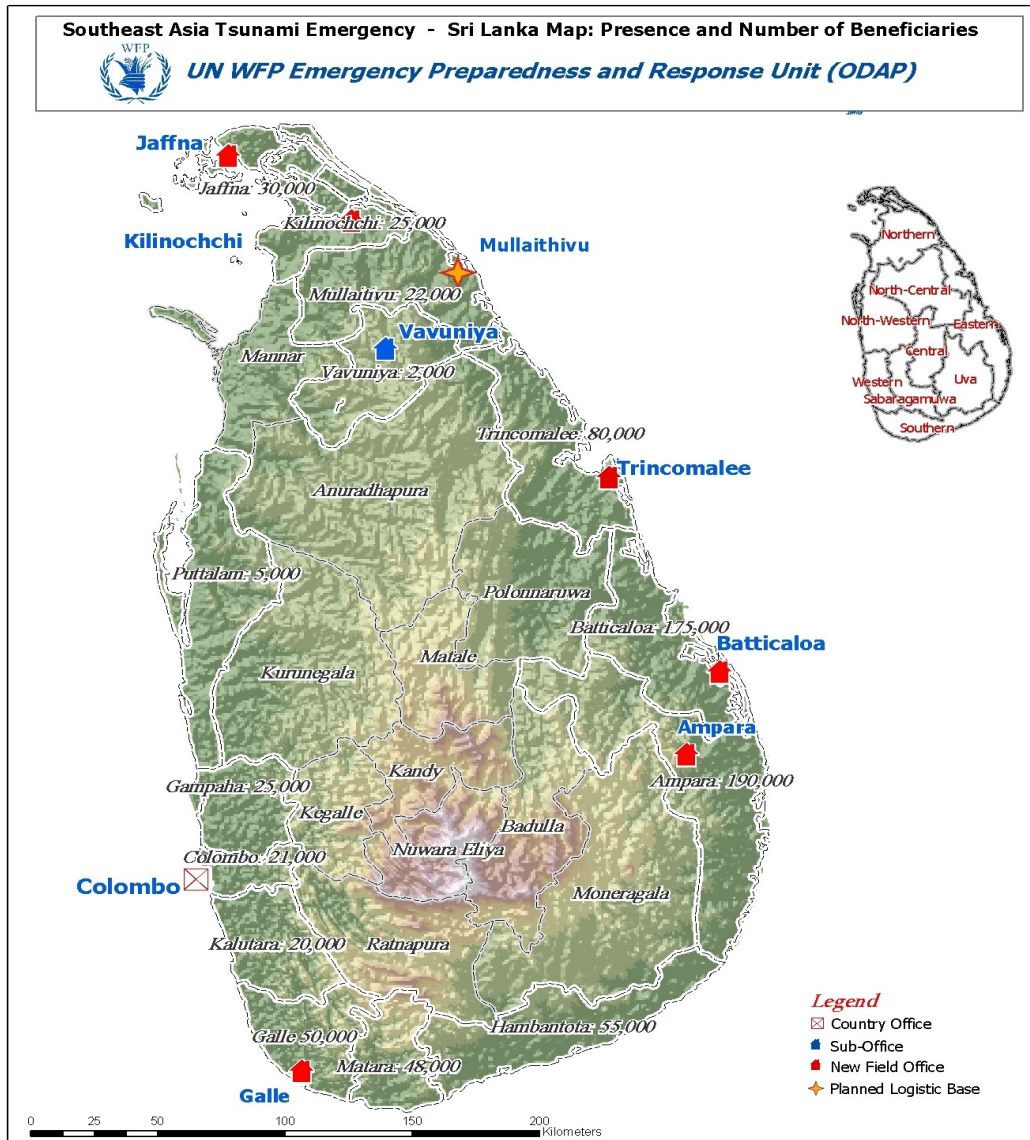
Maps of the Indian Ocean Region, Sumatra/Aceh and Sri Lanka





Full Report of the 'Real Time' Evaluation of WFP's Response to the Indian Ocean Tsunami





The names and boundaries on this map do not imply official acceptance or recognition by the World Food Programme or by the United Nations. Facts and figures in this map are to the best of our knowledge accurate and up to date at the time of writing but subject to change at any time. The World Food Programme makes no warranty or representation as to the reliability or accuracy of the data contained herein. This map is for planning purpose only. ©United Nations World Food Programme 2004. All Rights Reserved. Compiled by ODAP/WFP Situation Room 10.01.05 Spatial Data Source: Global Discovery, ESRI. Beneficiaries Data: WFP Field Office.



Annex-B

Terms of Reference of a Real Time Evaluation of WFP's Response to the Indian Ocean Tsunami - January to June 2005

1. Introduction

Real time evaluation (RTE) supports organizational learning, identifies key ingredients of a successful emergency response and should help achieve better accountability for emergency operations. The distinguishing feature of an RTE is that, in contrast to *ex post* evaluation exercises, it is conducted during implementation. This avoids the time lag when evaluative judgements are for the most part made in a post-operational period, when many key players have departed and when information collection depends more heavily on selective historical documentation rather than actual observation.

The ultimate benefit of applying RTE to WFP's emergency operations is to reach conclusions regarding the intervention's relevance, design and progress towards achieving its stated objectives. This includes any gaps or unintended outcomes, the effectiveness of the mode of implementation, and the appropriateness and application of operational guidelines and policies. Ideally, an RTE should support the implementation process by providing timely feedback to WFP management, staff and donors. It should also document lessons to improve WFP's response to emergencies in the future

This real-time evaluation of WFP's response to the Indian Ocean Tsunami will be the second exercise of its kind by WFP, the southern Africa regional emergency RTE of 2002-03 having been the first experience.¹¹⁸ Because of the exceptional scale both of the tsunami disaster and WFP's response, it was found impractical to start the RTE at the height of the relief phase in January 2005. However a preliminary visit to Bangkok, Jakarta and Colombo was undertaken over twelve days in February-March 2005 by the evaluation manager and the logistics consultant to identify the main issues to be considered. These TOR have been informed both by the findings of this initial mission and by interviews with key Headquarters staff who have been involved in the tsunami response (including some who worked temporarily in the affected areas but have now returned to their posts).

Although this RTE may not influence the form and scope of much of the tsunami relief operation, in addition to assisting WFP learn lessons for future responses, it should still contribute to on-going debates at all levels in WFP regarding the design of recovery operations and the optimal role for food aid in this recovery process. In addition this RTE needs to address issues of accountability in the broadest sense. It includes the fulfillment of public expectations and organizational goals, as well as responsiveness to the concerns of a wider constituency.¹¹⁹ This is especially important given the unprecedented public interest aroused by the tsunami and the immediate relief operation.

1.1 Scope of the RTE

¹¹⁸ In addition, however, WFP has participated financially and in other ways in the OCHA-led inter-agency real-time evaluation of the Darfur crisis.

¹¹⁹ J.Hailey & M.Sorgenfrei: *Measuring Success: Issues in Performance Measurement* (INTRAC 2004).



Although the Indonesia earthquake and related tsunami affected at least eight countries in two continents, the scope of this RTE is focused on the Regional Bureau in Bangkok, Indonesia and Sri Lanka. As the scope and duration of its activities in the other countries has been limited, the mission will not visit the smaller relief programmes in India, the Maldives, Myanmar, Somalia and Thailand.¹²⁰ Since the Office of Evaluation (OEDE) is planning a concurrent evaluation of WFP's programme in Somalia in June 2005, however, it is planned that this Somali evaluation will should take the opportunity to examine the tsunami relief efforts there.

1.2 Team Composition

WFP's policy is that the team leader should be someone external to WFP. Team members should between them have considerable emergency experience and expertise in relation to food aid, the UN system, aid co-ordination, logistics, health and nutrition. The OEDE evaluation manager (Chief Evaluation Officer) will be a full team member, however, focusing on issues that relate more to internal WFP management, finance and resources.

2. Background to the response

A powerful earthquake measuring 9.1 on the Richter scale struck off the coast of Aceh province/Sumatra in Indonesia at 0800 hours local time on 26 December 2004, setting off a series of large tsunamis across the Indian Ocean region. After a month, the toll from the tragedy was estimated at some 260,000 people dead and missing in the regional countries affected, with the highest number of victims being recorded in Indonesia, Sri Lanka, India and Thailand. In addition, millions have been displaced or lost their homes and means of production.

WFP's Regional Emergency Operation (EMOP) number 10405¹²¹ was approved on 3/4 January 2005 by the WFP Executive Director and the Director-General of FAO to assist up to 2,000,000 victims for a period of six months from January to June 2005. WFP planned to deliver 169,315 tons of foodstuffs at a total cost, including overheads, of US\$185.46 million. The EMOP is being supported by two Special Operations. WFP has taken the lead role in establishing the United Nations Joint Logistics Centre (UNJLC), covered by a third SO.¹²² Thus, the total intended WFP support for the relief operations amounted to some US\$256 million over six months.¹²³

The objectives of the EMOP are twofold:

- To save lives by preventing a deterioration in the nutritional status of vulnerable children and mothers, which could lay them open to disease; and
- To promote the rehabilitation of housing, community infrastructure and livelihoods.

¹²⁰ A desk review of the main elements of the smaller country operations will be undertaken, however, and a short report prepared for the full evaluation report, as an annex.

¹²¹ The title of the regional EMOP 10405 is: "Assistance to Tsunami Victims in Sri Lanka, Indonesia, Maldives and other countries in the Indian Ocean region".

¹²² The three Special Operations are: (1) SO 10406.0 "Logistics augmentation in support of WFP Indian Ocean tsunami EMOP 10405.0" valued at US\$24.37 million; (2) SO 10407.0 "WFP Air support of humanitarian relief operations in response to the Indian Ocean tsunami" valued at US\$42.42 million; and (3) SO 10408.0 "Establishment of UN Joint Logistics Centre for Indian Ocean tsunami" valued at US\$3.92 million.

¹²³ Subsequent budget revisions brought the total requirement down to some US\$214 million. With confirmed contributions of some US\$264 million at mid-March 2005, the operations' overall requirements are more than fully covered



The EMOP follows immediate short-term operations funded from the WFP Immediate Response Account (IRA). The above objectives closely reflect WFP's first two Strategic Priorities – *to save lives in crisis situations* (SP1), and *to protect livelihoods in crisis situations and enhance resilience to shocks*. (SP2)

3. Evaluation Objectives

The objectives of the evaluation are to:

- assess the relevance of WFP's response to the Indian Ocean Tsunami crisis, its progress in achieving its objectives and any gaps or unintended outcomes;
- measure the effectiveness of the mode of implementation, and the appropriateness and application of operational policies, guidelines and support;
- assess the phasing down mechanisms/transition into PRRO.

The evaluation will provide:

- both formal and informal feedback to the operation at sub-office, country, regional, and Headquarters levels;
- general lessons on strengthening WFP's emergency preparedness and response;
- a record of WFP's response and the view of key external stakeholders (for example, beneficiaries, co-operating partners, and government agencies) on the quality of this response;
- accountability to WFP management, donors and to the WFP Executive Board.

4. Key Issues

These TORs guiding the RTE define the major parameters and core questions which the evaluation seeks to answer in its final report to the Executive Board. These questions remain generic, but are consistent with standard approaches to programme implementation evaluation. There should be an element of flexibility, as the evaluation mission progresses, to shift the evaluation's focus in response to changing circumstances.

The list of key issues follows the logic of a project cycle, i.e. inquiry in the origin and context of the crisis followed by review of WFP's preparedness measures, the needs assessment process, emergency response planning, operational management and finally evaluation of results and drawing of lessons.

In conducting the RTE, the team needs to take account of relevant international standards, including the Sphere Guidelines and the Red Cross Code of Conduct. The Sphere Minimum standards of greatest relevance to this RTE are those in relation to Nutrition and Food, including assessment, M&E, participation of the affected population, food requirements, targeting, resource management, logistics, distribution, human resources, and local capacity issues.¹²⁴

4.1 Context and Origins of Emergency

¹²⁴ See www.sphereproject.org



- Distinguishing characteristics of this sudden onset natural disaster emergency, the regional context and nature of the response.
- What political or security factors have affected events and the implementation of the response and how have these changed over time?
- WFP's institutional context in both countries.

4.2 Emergency Preparedness, Needs Assessment and Appeals Process

PREPAREDNESS:

- How well prepared was WFP to respond?
- What baseline information existed (Vulnerability profiles, Logistics Capacity Assessments, Baseline surveys)?
- Did contingency planning exist?
- How flexible has WFP been in meeting changing needs?

EMERGENCY NEEDS ASSESSMENT:

- How (and how timely) were the food aid needs of the at-risk population and particular groups assessed?
- Are they being adequately re-assessed in the light of a rapidly changing situation?
- How effectively has vulnerability been defined and mapped?
- What information was used for targeting? Was it gender-disaggregated, addressing the special needs of pregnant and nursing women and children?
- Was food aid an appropriate response and what alternatives were considered during the assessment?
- How are food and cash responses being combined or coordinated?

EMERGENCY RESPONSE PLANNING: DESIGN

- How did existing Country Programmes or other activities in the affected countries support the emergency operation, where relevant?
- Is the rationale and targeting of WFP assistance clear and sound, and how well do the objectives reflect the specific nature of this emergency?
- Are the assumptions reasonable and have the risks been identified and addressed?
- Are the response activities appropriate for meeting stated objectives?
- Which special needs of women and children are being addressed?
- Are there indicators for an exit strategy?

OPERATIONAL PLANNING:

- Do the design documents and implementation plans provide the framework and tools needed for the effective implementation of the operation?
- What is changing/has changed in the operation and is this sufficiently reflected in the planning design?
- On what basis are adaptations from the original design being made?

4.3 Implementation



GUIDELINES AND POLICIES:

- How are operational guidelines and policy directives being interpreted and implemented?
- Are the operational guidelines realistic and what are the inconsistencies or gaps in guidance?
- To what extent are staff and partners aware of relevant Sphere Guidelines?

MANAGEMENT ISSUES:

- What is the added value of the regional approach?
- Are the management and coordination functions appropriate to the regional response? Have the roles of the Country Offices, the Regional Bureau and HQs been appropriately defined?
- Is the budget adequate to support the operation?
- Is the staffing of the operation appropriate, and how have staffing needs and requirements evolved over time? What was the role of WFP emergency roster staff and stand-by partner staff in the overall initial surge response?
- Are adequate systems in place including management information systems and security arrangements?
- How have UNJLC and UNHAS functioned and how have they supported WFP operations?
- How have UN Security Procedures assisted or constrained the relief operation?
- Is the monitoring and reporting system effective and responsive to management and evaluation needs? Is there adequate baseline information? Are the indicators for tracking progress appropriate? Are there gender sensitive monitoring indicators?
- What other internal factors, formal or informal, support or constrain implementation?

PARTNERSHIPS:

- How well are implementing partners performing and what is WFP doing to enhance their capacity?
- How transparent is their food distribution and how are beneficiaries selected?
- Are the number and nature of Implementation Partners, including government agencies, adequate and appropriate for implementing the range of activities?
- Are WFP's major policies and priorities reflected in the MOU's with Partners?

COORDINATION:

- How well is assistance being coordinated between the host governments, humanitarian agencies and organisations and what contribution is WFP making?
- How successful have been WFP's relationships with the armed forces from both donor and host countries?
- What efforts are agencies making to coordinate the phasing down and transition to non-crisis operation?

4.4 Results in Relation to Selected OECD/DAC Definitions

EFFICIENCY:

- To what extent were different options (e.g. sea freight/airfreight) costed before decisions were made?
- Overall, has the operation been implemented at a reasonable cost?
- What are the perceptions of the different stakeholders, especially beneficiaries, partners, government agencies, NGO's, other UN Agencies, and bilateral donors, of WFP's objectives and performance?



EFFECTIVENESS:

- Was WFP's response timely?
- Is food aid being effectively targeted?
- How effective have particular mechanisms for the delivery of assistance been?
- How are internal WFP factors affecting effectiveness, including logistic support and the predictability and regularity of resources and flexibility of the budget?
- How are external factors like limits on access to affected areas impacted on effectiveness?

IMPACT:

- What are the perceptions of the different stakeholders, especially beneficiaries, partners, government agencies, NGO's, other UN Agencies, and bilateral donors, about the overall impact of WFP's programme and, in particular, of food aid? Both immediate and medium-term impacts should be reviewed.

5. Methodology

The methods used by the team will include:

- Extensive review of all relevant documentation;
- Individual and group meetings with WFP staff at all levels;
- Meetings with partner agencies, government staff, other UN agencies and NGO's;
- Focus group discussions both with beneficiaries and other people directly or indirectly affected by the tsunami.

As this is a 'real time' evaluation the team will aim to feed back and discuss their findings with WFP staff as much as possible as the work progresses.

6. Timing & Outputs

The evaluation will cover the period from the approval of the regional EMOP until the end of the first six months' period of the regional EMOP in June 2005. (The regional EMOP will be extended in time for a further six months, to end 2005 and then be followed by a regional PRRO or country specific PRROs, where necessary). Its findings are not, however, confined to the EMOP alone but to all aspects of the regional response, including the Special Operations.

Field Visit to the Regional Operation (7 May to 4 June 2005):

The evaluation team will travel to the region from 7 May to 4 June to directly observe the regional emergency. The mission will start with a two day visit to the Asia Regional Bureau in Bangkok, then proceed to field visits in Indonesia (Jakarta, Aceh and northern Sumatra) and Sri

Lanka (Colombo and the eight sub-offices). The mission will return to Bangkok for a few days for final discussions and a de-briefing.

Report writing phase (June-August 2005)



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This stage of the evaluation will focus on the preparation of the final and summary evaluation reports, based on the present Terms of Reference and the findings from the preparatory and main missions.

The final (full technical) report and the Executive Board summary report should be prepared by the Team leader, with inputs from the team members, by the end of June 2005.

The final (full technical) report should be maximum 100 pages in length, including all annexes. Normally, the core text should be no more than 60 pages.

The EB summary report should be maximum 5,000 words in length (approx. 12 pages) and may include one or two brief annexes of no more than one page each (e.g. tables comparing targeted resource levels and distributions to actual resource levels, deliveries and distributions etc). There is also a 2000 word recommendations tracking matrix (also known as the "Management response matrix"), which is annexed to the EB summary report.

The internal deadline for submitting the EB summary report and recommendations tracking matrix for final editing and translation is 26 August 2005. The deadline for OEDE to finalize and print the full technical report is end September 2005.

Outputs:

- An initial de-briefing of WFP Regional Bureau management and staff in Bangkok will be held in early June 2005 at the end of the field visits, and a further de-briefing will be held in Headquarters in mid-June. In addition the Evaluation Team will provide informal and mainly verbal feedback to WFP staff in the field before leaving their areas.
- Full Evaluation Report (maximum 100 pages, including all annexes). Deadline for first draft is end June 2005.
- Submission of Executive Board Evaluation Summary Report (max. 5000 words) for EB2/2005, to be held in early November 2005. Deadline for first draft is end June 2005.

Cost of the evaluation:

The estimated cost of this evaluation is US\$125,000. This includes consultants' honoraria, travel costs, per diem, internal country costs and incidentals. It excludes the cost of the WFP/OEDE evaluation manager (although it includes his travel and per diem costs) and the cost of the OEDE support staff.

JL/HG

Original February 2005; revised April 2005.



Annex-B.1

Proposed division of responsibilities for the evaluation team members of the WFP Indian Ocean Tsunami response real-time evaluation.

Team leader – Hugh Goyder

- Origin and context of the operation.
- Needs assessment.
- VAM/Targeting.
- Programming.
- M&E/reporting.
- Coordination (with government, UN partners, implementing partners etc).

Logistics consultant – Allen Jones

- UNJLC
- Logistics (air, sea, land).
- Special Operations.
- ICT/Fittest (telecoms).
- Security and Civilian/Military interface in the EMOP.
- Compas (WFP's commodity tracking system).

Nutrition and Health consultant – Ellen Girerd-Barclay

- Nutrition.
- Food basket/balance.
- Food security issues.
- Self-reliance and income sources.
- Focus on beneficiary perspectives.
- Gender and protection issues.

Team member (OEDE) – Julian Lefevre.

- Donor response/resources.
- Finance/budgets (including ODOC and DSC funds/usage).
- Food pipeline.
- Local/regional food procurement.
- HR issues – use of stand-by partners, staff deployment etc.



Annex-C

The Mission's Itinerary – Thailand, Indonesia, Sri Lanka

February-March 2005	Two week preparatory trip by JL/AJ to the region.
April 5-6	JL attends WFP-TNT partnership workshop in Bangkok.
April 13 -15	Pre-mission team briefing at WFP Headquarters in Rome.
Main Mission:	
May 6-7	Team travels to Bangkok. (AJ visits FITTEST in Dubai en route ; EGB attends WHO tsunami conference in Phuket, Thailand, in early May for three days before start of main RTE mission).
May 9-10	Meetings with WFP Regional Bureau, Bangkok.
May 11	Travel to Jakarta; Security Briefing at WFP Office.
May 12-13	Jakarta: Meetings with WFP, OCHA, UNJLC, USAID, UNHCR, World Vision, UNICEF, Japanese Embassy, Ministry of Health etc.
May 14	Travel: Jakarta to Medan; Meeting with WFP staff.
May 15	Visit by helicopter to Nias island: Meeting with WFP staff.
May 16	Fly to Medan to Banda Aceh: meet WFP, UN Deputy HC, OCHA, CARE, BRR etc.
May 17-18	JL/EGB fly to Lhokseumawe: meetings with WFP, Save the Children, government officials, school teachers, beneficiaries etc. Return to Banda Aceh by road along north-eastern coast of Aceh. HG/AJ fly to Calang: meetings with WFP, sub-district officials, Oxfam, ACF, local NGO 'Al Amin' & World Bank (on return to BA). Fly back to Banda Aceh.
May 19	Fly Banda Aceh to Jakarta.
May 20	Jakarta: Debriefing with WFP Country Director & Deputy. (Overnight flight from Jakarta to Colombo, Sri Lanka).
May 21-23	Colombo: Research, reading and report writing (weekend and one day national holiday in Sri Lanka).
May 24	Colombo: Meetings with WFP staff.



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- May 25 Colombo: Meetings with Secretary, Ministry of Relief, Rehabilitation, & Reconciliation, Secretary, Ministry of Public Security, NGOs (Oxfam, WUSC, Canada, & ACF, WV) and UNICEF.
AJ: Meeting with UNJLC Evaluation Team.
- May 26 HG/AJ: Fly to Jaffna. Meet WFP staff. Field visits to Point Pedro Area; meetings with District Agent, sub-district staff, MPCS staff, and Tsunami survivors and IDPs.

EGB/JL: Fly to eastern Ampara District. Meetings with WFP staff and Government Agent (GA) and his staff.
- May 27 HG/AJ: Drive to Killinochi: meetings with LTTE, UNICEF, government staff, IDPs. Field visits.
Evening meeting with WFP staff.

EGB/JL: Visit to IDPs in Ampara district, plus MPCS stores and outlets.
- May 28 HG/AJ: Field visits in Mullaitivu area, visits to IDPs and discussions with tsunami survivors.

EGB/JL: Travel Ampara to Batticaloa district; briefing by WFP sub-office Head and his staff; afternoon visit to IDPs and MPCS outlet.
- May 29 HG/AJ: Killinochi to Jaffna by road; Jaffna-Colombo by air; Colombo – Galle by road. Overnight in Galle.

EGB/JL: Visit to IDPs in eastern coastal areas, including Tamil areas.
- May 30 HG/AJ: Galle-Hambantota by road. Meetings with Seva Lanka, Tangail, Women's Development Federation, & Deputy District Agent, Hambantota. Meetings with MPCS, IDP's. and others.

EGB/JL: Travel by road from Batticaloa district in eastern Sri Lanka to Colombo.
- May 31 HG/AJ: Hambantota to Colombo by road in morning.
In afternoon: full team de-briefing with WFP staff in Colombo.
Overnight flight to Bangkok.
- June 1 Team discussions and report writing – Bangkok.
- June 2-3 Debriefing – WFP Asia Bureau Regional Director & staff.
- June 4 Team returns to Europe.
- Post-mission team de-briefing at WFP Headquarters, Rome:
- June 15-16 Debriefing & presentation to WFP Rome staff.



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Note on name acronyms:

HG = Hugh Goyder.

AJ = Allen Jones.

EGB = Ellen Girerd-Barclay.

JL = Julian Lefevre.



Annex-D

List of Persons Met by the Mission¹²⁵

This list excludes the very large number of WFP staff, stand-by partner staff and consultants whom the RTE team met and interviewed in Rome, Bangkok, Jakarta, Medan, Banda Aceh, Colombo and different sub-offices and field offices in Indonesia and Sri Lanka. The team apologises that space considerations do not allow their names to be included. WFP staff members were a significant source of information for the real-time evaluation team and their contributions to the evaluation have been very much appreciated.

Indonesia – Jakarta

Dr Rachmi Untoro, Director (and staff Minarto, Entos Zainal, Ri, Sunarko, Bernadus) Teja Sekar Tanjung, Provincial School Feeding Coordinator	Community Nutrition, Ministry of Health Provincial Education Department Provincial Education Department
T. Alamsyah, Director (since Mai 2005) and former District Governor of Aceh Utara (till April 2005)	
Iyang Sukandar	PMI/Indonesian Red Crescent
Irman Rachman	PMI/Indonesian Red Crescent
Herbie Smith, Basic Human Services Office	USAID
Robert E. Drapcho, Food for Peace Officer	USAID
Alex Mahoney, OFDA Officer	US Embassy
James L. Tumbuan, National Director	World Vision
Wynn Flaten, Senior Operations Officer	World Vision
Soraya Sumardiman	World Vision
H.E. Yutaka Iimura, Ambassador	Embassy of Japan
Hitoshi Oikawa, First Secretary-Agriculture	Embassy of Japan
Oliver Lacey-Hall, Deputy to Chief	OCHA
Anne Davies, Humanitarian Affairs Officer	OCHA
Philippe Borel, Regional Chief	UNJLC
Col (Retd) Chan Jwee Kah, Indonesia Chief	UNJLC
Paul Arbon, Reporting Officer	UNJLC
Robert Ashe, Regional Representative	UNHCR
Dr Gianfranco Rotigliano, Representative	UNICEF
Dr David Hipgrave, Chief, Health and Nutrition	UNICEF
Dr. Erik Bentsen, Chief, Education	UNICEF
Reiko Nishijima, Planning Officer, Emergency	UNICEF
Steve Aswin, Project Officer, Emergency Unit	UNICEF
Scott Whooley, Health and Nutrition Officer	UNICEF

¹²⁵ The list covers the main non-WFP personnel whom the mission met. It does not include numerous beneficiaries, NGO field staff, Multi-purpose Cooperative Society staff and others with whom the mission met during field visits, although the names of a few beneficiaries are noted.



Indonesia-Banda Aceh (and sub/field offices in Sumatra/Aceh)

Kuntoro Mangkusubroto	Badan Rehabilitasi dan Rekonstruksi (BRR)
Tenku Alamsya Banta	Provincial Office of Education, Banda Aceh
Michele Lipner, Head of Field Office	OCHA
Masood Hyder, Deputy Humanitarian	
Co-ordinator for Sumatra	United Nations
John Clark	World Bank
Pak Yusuf, Sub-District Coordinator	Calang
Pak Warwan, Asst. Sec. to Bupati	Aceh Jaya District
Geoffrey Sipma	Oxfam – Calang
Pak Suparman	Al Amin (national NGO)
Eric Ridzky Syarief	Al Amin
Stephen Gwynne-Vaughan, Assistant	
Country Director	CARE
Ms. Roslina	Health Department, Northern Aceh
Dr. Darmawati (and staff)	Chief, Medical Services, Satlak 1
	Lokhseumawe
Ibu Muttar Umani	WFP beneficiary
T. Nadirsyah	Satlak 1, Lhokseumawe
Field staff of Save the Children	Lhokseumawe

Sri Lanka

M.S. Jayasinghe, Secretary	Ministry of Relief, Rehabilitation, & Reconciliation (MRRR)
Amara Satharasinghe, Deputy Director	Department of Census & Statistics
Tilak Ranaviraja, Secretary	Ministry of Public Security, Law & Order
Rene de Vries, Humanitarian Prog. Manager	Oxfam, Colombo
Doug Graham, Country Director	World University Service of Canada
K. Asokan	Action contre la faim (ACF)
Harold Senadhira, Liaison Officer	World Vision
Mr. Herathi Abey (and staff)	Government Agent, Ampara
Mr. Muthathamby	Ampara School feeding programme
Ms. Thangam	Ampara School feeding programme
Dr William	DPDHS, Batticaloa
Mr. Joseph Shavarirajah	Eastern HED Foundation
Mr. S. Gurunathan	WFP beneficiary
Ms. Gopalasinga	WFP beneficiary
Ms.Thambimuthu Surja	WFP beneficiary
Marie-Jeanne Hautbois	Terre des Hommes, Batticaloa
Ms. Rahullanayaki, Assistant Div. Secretary	Kalkudah, Batticaloa District
Ms. Verasingham Nanasivayam	WFP beneficiary
Ms. Vallyammai	WFP beneficiary
Ms. Kalmani Susilan	WFP beneficiary
Ms. Ranjithamalar Kalirasah	WFP beneficiary
Mr Ganesh	District Agent, Jaffna District



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S. Vasanthavumar	Asst. Div. Secretary, Point Pedro, Jaffna
S. Ranjan	LTTE
Penny Brune	UNICEF – Killanochi
Mr Veerasinghe	Seva Lanka Foundation, Tangail
Sriyani Mangalika	Women's Dev. Federation, Hambantota
W.A. Dharmasi	Asst. District Secretary, Hambantota
Dr. Aberra Bekele	UNICEF – Colombo

Tsunami Lessons Learned Conference – Phuket, Thailand

Ms. Natacha Emerson, Policy Officer	AusAID- Canberra
Ms. Kate Burns, Senior Humanitarian Affairs Officer	OCHA-NY
Shannon C. Dooley, Research Associate	John Hopkins University
Dr. Yusuf	Min. Public Health, Maldives



Annex-E

THE WFP RESPONSE IN SOMALIA¹²⁶

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¹²⁶ This review was undertaken by Stephanie Maxwell, an independent consultant based in Nairobi.



1. Context and Origins of the Emergency

On the 26 December 2004 an earthquake measuring 9.1 on the Richter scale struck the west coast of northern Sumatra, Indonesia. The quake triggered a powerful tsunami, which reached the Indian Ocean coastline of Africa approximately seven hours later, at midday local time, with waves as high as 2-3 metres. The worst affected area in Somalia was a 650 kilometre stretch on the Indian Ocean coast of Puntland from Hafun in Bari region to Garacad in Mudug region. Communities in the affected coastal areas are predominantly reliant on fishing, although there is also some salt panning and goat and sheep herding in the area. Hafun was the worst affected area and is on a small peninsular projecting into the Indian Ocean. It has a population of approximately 3,600. Considerable structural damage, as well as flooding and loss of fishing equipment, occurred in Hafun, Kulub and Dharinraqas. On 27 December Puntland authorities declared a state of humanitarian emergency and requested international assistance.

Due to insecurity in south Somalia it was not possible for the UN to verify the impact of the tsunami in this region. Although it is generally believed the south coast of Somalia was less affected than the Puntland coast, it remains uncertain if those affected in south Somalia had similar vulnerabilities as those affected in Puntland.

The humanitarian needs in Somalia are considerable and many needs over the years have not been met, largely due to insecurity or lack of funding. Prior to the tsunami WFP was providing food relief to up to 200,000 beneficiaries per month, and up to an additional 150,000 beneficiaries with rehabilitation activities, social support and school feeding per month. During January to April 2005 WFP distributed 6,030 tons of food for food relief activities and a similar quantity of food for other longer-term activities.

There was no anthropometric data available for the fishing communities affected by the tsunami. There are large areas of Somalia that consistently indicate unacceptably high malnutrition rates, however. Within the Somalia context the areas affected by the tsunami are considered to be relatively better off and are known to send remittances to family members in other parts of Somalia. Post-tsunami some families received remittances from the Diaspora, however the quantity and the extent to which this happened is not known.

Fishing Background Information

Fishing skills such as net making and boat building were not developed among all the fishing communities along the coast. During the drought periods in the 1970s the ruling party moved many destitute pastoralists to the coast for resettlement. With the support of the government fishing cooperatives were established.

Over the years seasonal fishermen including pastoralists, urban dwellers and opportunists arrive from the interior of Somalia for the fishing season (October to April) to earn additional income. During the fishing season certain fish are caught within defined periods with varying income earning opportunities (lobster and shark fin are the more lucrative). Some fishermen are able to access credit services.

The fishing industry is poorly managed with lobster and shark being over-fished due to the high demand from Yemen and Saudi Arabia. Other fish are in abundance and rarely sold. The fishing industry requires reorganising to ensure that the resources are sustainably managed and that there is a fair distribution of the profits from the fishing industry.

Since the tsunami fishermen have complained of low catches. The reasons for this are varied. It remains uncertain if fish stocks will have returned to their pre tsunami levels by the on-set of the fishing season in October.



2. Assessments

2.1 Assessments Post-Tsunami

2.1.a WFP Information

Food aid arrived at some of the worst affected areas by 28 December 2004. Given the operational constraints in Somalia (poor roads and infra structure worsened by the tsunami) this is a major achievement. WFP quickly established the situation and the number of people affected. These WFP estimations of affected people were helpful for agencies planning responses. WFP initially estimated 30,000 people required assistance and this has remained the working figure for WFP.

2.1.b Aerial Assessment

A tsunami task force was established on 28 December 2004 and included representatives from NGOs and the UN. The task force conducted an aerial assessment on 30 December over the worst affected areas to better understand the magnitude of the situation and to complement existing information. WFP was included in the aerial assessment. The aerial assessment suggested that only 5,000 people required assistance.

2.1.c Initial Inter Agency Assessment

An initial interagency assessment, including WFP, national NGOs and national staff from UN organisations was conducted soon after the tsunami struck and was organised primarily by the Puntland authorities. This initial assessment estimated 108,000 people were affected by the tsunami.

The tsunami task force concluded that the figure from this initial inter-agency assessment was an over-estimate. The task force, with the limited and at times contradictory information available, then estimated that 54,000 people had been affected by the tsunami.

2.1.d Independent Assessments

During the initial phase several independent agency assessments were conducted. WFP did not rely on this information to assist with designing their response.

2.1.e Second Inter-Agency Assessment

The task force realised there was limited consensus concerning the number of people requiring assistance among the key players. The task force organized a second inter agency assessment which was conducted between 28 January and 8 February. This assessment included national and international staff, UN organizations, and national and international implementing organisations. The aim of the second inter agency assessment was to identify gaps in the humanitarian response and identify mid to long term recovery needs of affected communities. The conclusion of this assessment was that the existing emergency response, in the form of health, water, shelter, non-food and food, largely met the humanitarian needs.¹²⁷ During this assessment protocols, field tools and guidelines for various sectors were developed.

The second inter agency assessment estimated that 44,000 people were living in the affected area of which 50% (22,000) required sustainable resource transfers.

¹²⁷ See Appendix 2 for the key recommendations from the second inter-agency assessment.



2.1.f Future Assessments

The FAO-supported Food Security Assessment Unit (FSAU) in Nairobi and Save the Children (UK) will conduct a coastal baseline livelihood assessment in July 2005 to better understand the complexities of the fishing communities, to guide the continued tsunami response. FAO are also conducting a review of the Somalia fishing industry.

2.2 Conclusions and Recommendations on Assessments Post Tsunami

2.2.a Identifying the Vulnerable

The second inter-agency assessment provided a comprehensive overview of the fishing communities. However, there is limited consensus among the key players as to who are the most vulnerable among the various fishing groups and whether the most vulnerable seasonal fishermen remained along the coast following the tsunami. Because of this, it is difficult to determine if WFP targeted the most vulnerable people.

2.2.b The Value of the Second Inter Agency Assessment

The second interagency assessment achieved consensus on the population requiring assistance and provided agreed suggestions for mid to long term activities, which helped to provide a coordinated response.

The tsunami highlighted the importance of building consensus among the key players as early as possible. Without consensus concerning the number of people requiring assistance, planning a coordinated response is problematic. Following a crisis an inter-agency assessment should be conducted as soon as possible. For credible information the assessment team must include national and international staff and implementing organisations, Nairobi and Somalia based staff and UN representatives.

The sectoral guidelines and field tools for assessments developed during the second inter-agency assessment will save a lot of time when planning future inter-agency assessments.

During the planning, implementation, analysis and report writing of the second inter-agency assessment WFP actively participated in the process and their contribution was very much appreciated. WFP provided technical and logistical support.

2.2.c Available Information

WFP should actively seek out other agencies' relevant assessment reports to triangulate with their own information to help ensure responses are as appropriate as possible.

It is important for WFP to identify gaps in existing information (e.g. what proportion of income was lost for the different fishing sub-groups, the pull factor of food aid along the tsunami affected coast and the movements of seasonal fishermen post-tsunami) which are required to ensure the response is appropriate and targeting the most vulnerable. If WFP is unable to source the information it is important that it advocates for this information to be collected.

2.2.d Humanitarian Needs in Somalia



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The resources available for the tsunami affected were considerable compared with the PRRO activities. The UN Country Team should be commended for ensuring there was not a disparity of humanitarian assistance within Somalia which could create tensions among the Somalis and make the operational environment even more difficult. The UN Country Team ensured funds for the on-going Common Appeal Process (CAP) were considered at the same time as the new needs for the tsunami-affected people.

3. WFP's Response

3.1 Design of WFP's Response

3.1.a Background

WFP supports the worst affected communities along a 650 kilometres coastline from Hafun Garacad in north-east Somalia. WFP provides relief to 30,000 people (5,000 households) out of 40,000 inhabitants in 39 settlements. Of the 30,000, 22,000 live in 32 villages and all the inhabitants receive food aid; the remaining 7 villages have a total population of 18,000 of which 8,000 (44%) receive general food distributions.

WFP received US\$2.8 million for first six months of the tsunami response and 2,700 tons of food for 30,000 beneficiaries. For the second six months of 2005 WFP will receive an additional 1,800 tons of food and US\$1.86 million for a reduced caseload of 20,000 beneficiaries.

3.1.b Objectives of the Tsunami Response

1. To save lives by preventing a deterioration in the nutritional status of vulnerable groups.
2. To protect livelihoods.

3.1.c Activities

At the time of the review WFP activities were focused on providing general food distributions to the 39 worst affected villages.

The plans for second six months of the response (July to December 2005) include food for work, school feeding, food for training and for maternal-child health, as well as some general food distributions. To date discussions have taken place with some partners concerning these various programme activities but no formal agreements have been established. It is uncertain how the 1,800 tons planned will be divided among the various activities. WFP has provided some FFW to repair feeder roads to enable food aid trucks to deliver food to the affected communities. WFP is planning to rehabilitate part of the road (27km) joining Hafun to the mainland in Foar. An engineering assessment has been conducted. To date no formal agreement has been signed with a partner and work on the road has not started.

It is assumed that the pastoralists from the drought-affected areas in Puntland, who had been at the coast and returned to their community following the tsunami, were able to access assistance from the ongoing WFP PRRO relief programme in their area. It could be argued that the drought affected pastoralists are as vulnerable or more vulnerable than the tsunami affected people. The rations the pastoralists received were approximately 50% of the tsunami rations, however, largely because the PRRO was under-funded at the time tsunami struck, whereas the EMOP was fully funded.

3.1.d Cash Distributions



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After the tsunami food was still available for purchase in the markets. Many of the coastal communities had lost their access to income, however, as fishing was largely no longer possible. The inter-agency assessment concluded that cash distributions would be appropriate as part of the tsunami response. No cash was distributed for relief, however, although by June 2005 some agencies had started “cash for

work” activities. See appendix 3 for reasons given by WFP and other food distributing agencies not to distribute cash instead of in-kind food in their relief operations.

It should be noted that the organization Horn Relief has successfully distributed cash to 14,000 households in Puntland and the lessons they learnt have been published.

3.1.e Rations

The ration for the tsunami affected was 400 grams of cereals (rice ideally), 60 grams of pulses, 20 grams of vegetable oil and 100 grams of corn-soya blend (CSB) for the vulnerable people, who were estimated to be 20% of the population. This ration provides approximately 1900 kcals/person/day. The planned PRRO ration is similar, apart from an additional 100 grams of cereals. The PRRO provides approximately 2100 kcals/person/day.

The vulnerable in the community were registered. According to WFP food monitors, the number of vulnerable registered in a village can be as much as 60% of the total population of the village. The quantity of CSB delivered to a community was based on 20% of the total population and was shared equally among the registered vulnerables.

During the first three distributions there was insufficient rice and the cereal provided was both rice and maize. Maize is less familiar and less popular among the Somalis. It was reported the Somalis had difficulty grinding the maize and the maize took a long time to cook, which required a lot of charcoal. Although some of the maize was sold, it was not possible to determine how frequently this occurred nor the quantity sold.

3.1.f Targeting

The inter agency assessment states that 22,000 required sustainable resource transfers and that they represents the poorest wealth group. The rationale for WFP providing assistance to 30,000 is because most of the villages where WFP provides assistance are small (less than 1,000 people) and the distinction between the wealth groups is impractical when targeting relief food. In the seven larger villages WFP targets the relief food using elders, local authorities and WFP staff.

3.1.g Expected Impact and Indicators

The expected impact of the tsunami response was to stabilise and improve the nutrition and health status of beneficiaries, particularly the vulnerable groups (children under 5 years, pregnant and lactating women) and to restore households' and communities' livelihoods, especially among the fishing communities.

The Following Indicators were identified by the WFP Regional Tsunami Office for Determining the Impact of the WFP Tsunami Response:

- Nutritional status of children under 5 years of age.
- The crude mortality rate.
- Community infrastructure, houses etc rehabilitated.



3.1.h Unintended Impact

The WFP PRRO is now fully funded due to the tsunami crisis. It benefited from the attention brought to the country by the tsunami response.

The traders who traditionally provide food to the coastal areas may have been negatively affected, as people would purchase less food. It was not possible to determine the extent of the impact of the WFP food distributions on the traders, however.

3.1.i Exit Strategy

WFP hopes that emergency food aid will no longer be required by the end of the year, assuming livelihoods have recovered. Activities such as FFW, FFT and school feeding, if still necessary, will be incorporated into the longer-running PRRO.

3.2 Conclusions and Recommendations on Design of WFP Response

3.2.a Activities

The plan was for the WFP tsunami response to move from general food distributions to FFW, FFT and MCH, as well as some remaining general food distributions, for the latter part of the year. However, as noted above, it remains uncertain what proportion of the 1,800 tons of food will be used for the various proposed activities. It is anticipated that WFP will develop plans as soon as possible for the remaining 6 months and coordinate their activities with organisations implementing similar activities in the area.

WFP plans to reconstruct part of the road joining Hafun to the mainland and hopes another partner will do the remaining half, which requires the hiring of machinery. It would be advantageous for WFP to conduct an intended economic impact assessment on the road between Hafun and Foar. This will help WFP to better understand who, how and when people will benefit from the road.

WFP should coordinate with partners involved in similar activities and organisations involved in cash for work and food for work activities. Save the Children/UK are implementing cash for work activities in Hafun. It is important that WFP coordinates their planned food for work on the road reconstruction with Save the Children.

WFP should better understand how some agencies, such as Horn Relief, have already overcome some of the constraints and concerns they have raised concerning cash distributions. WFP has the potential to be a key player in adding to the cash versus food aid debate.

3.2.b Ration

It is generally accepted that the under 5 year population is approximately 20% and frequently vulnerable during a crisis situation. It is therefore not surprising that the number of vulnerable people registered in a village was up to 60%, as elderly, disabled and widows etc are also considered vulnerable. In future, WFP should either include CSB as part of the general ration for everyone in the household (i.e. 100 grams per person) or, if there is insufficient CSB, distribute an equal quantity in every family ration; this will avoid having to register the vulnerable for very small quantities of CSB.

3.2.c Appropriateness of Food



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It is understandable that WFP is not always able to provide food which communities prefer. If WFP provides whole maize to communities that are not familiar with maize it would be appropriate to provide hand grinding mills, however.

3.2.d Indicators

The indicators stated for the tsunami response were not appropriate for the Somalia. There is limited reliable mortality data in Somalia and there is no anthropometric data available for the fishing communities. With the lack of reliable baseline information concerning nutrition and mortality data it is not possible to determine the impact of the WFP tsunami response according to these selected indicators. The general belief is that if people had been dieing due to starvation, however, and/or there was a significant increase in the numbers of malnourished following the tsunami, the humanitarian community would have been made aware of the situation.

Interpreting nutrition and mortality data in Somalia is also difficult due to the mortality and malnutrition rates being frequently unacceptably high according to international standards. The coastal areas are relatively better off compared to the rest of Somalia. For WFP to ensure mortality and nutrition rates were at internationally acceptable rates among the tsunami affected population would result in an inequitable humanitarian response in Somalia.

During the latter part of the year WFP activities will focus more on saving livelihoods. The indicators concerning community structures being rehabilitated will be more relevant for the last 6 months of the WFP response.

In future WFP Somalia should ensure appropriate indicators are developed for their programme in order to be able to determine the effectiveness of their programmes.

3.2.e Unintended Impact

WFP should investigate the impact of their food relief on the traders who have traditionally provided food for the coastal communities.

4. WFP Implementation

4.1 WFP Implementation

4.1.a Distribution

It is assumed the average size of a household is six. Given that 5,000 households should receive a monthly family ration, approximately 450 tons should be distributed monthly. Below is a summary of the distributions to date. Ideally distributions should take three weeks and one week to plan; however, invariably distributions are delayed up to two weeks.

<i>Distribution Round</i>	<i>Number of Beneficiaries</i>	<i>Tons food</i>	<i>Date</i>
1	30,500	437	30 Dec-1 st Feb
2	29,500	352	16 Feb-13 Mar
3	30,000	443	17 Mar-8 Apr
4	28,850	437	18 Apr-May



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5	27,150	419	12 May-8 June
6	20,040	284	20 Jun-27 Jun

During round 2 there was insufficient food in the pipeline and consequently the beneficiaries received 72 kilograms monthly ration as opposed to a 90 kilogram family ration.

Approximately the same number of people receive food every distribution. But the number receiving assistance within individual communities varies as the fishermen are mobile. WFP has the capacity to

deal with this and transfer rations to where the people have recently settled. During the sixth round the number of beneficiaries decreased, as individuals moved inland to avoid the harsh climate.

WFP Somalia traditionally provides monthly rations; this is because there is concern of how the food may be used, as well as pipeline issues.

4.1.b Impact on the PRRO

The greatest impact of the tsunami response was felt in the WFP food for work projects in the on-going PRRO. The food available for food for work was diverted for the tsunami response. Meanwhile, these projects continued. When the work was completed, however, at times there was no food to pay the workers for their work. Not surprisingly, this has created some tensions between the workers and WFP. The ongoing general distributions in the PRRO were delayed by approximately two weeks.

4.1.c Monitoring

Following a distribution food monitors report how many people received food and the quantity of the food distributed. There was no systematic post distribution monitoring (PDM) conducted in the affected villages. Even though post distribution monitoring did not occur, it is generally accepted that family rations are shared among friends and families who may not be receiving food aid. It is also accepted that some of the WFP food was sold, but the extent to which this occurred is not known.

4.1.d Accessing Food Aid

WFP purchased some food within the region (but not in Somalia itself). WFP is concerned that purchasing food within Somalia could raise market prices, which would impact negatively on some of the communities which WFP is assisting. There is also concern with regard to quality assurance for local purchases.

4.2 Conclusions and Recommendations on WFP Implementation

4.2.a WFP Action

Given the operational constraints in Somalia the speed at which WFP responded to the tsunami is very commendable. Within two days of the tsunami WFP had delivered food to some of the most affected areas.

4.2.b Distributions

WFP demonstrated great flexibility within its distribution system by being able to deliver food to the areas where people had recently migrated. This was of great assistance to the beneficiaries.



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When the pipeline allows it, WFP should consider to distribute rations on a bi-monthly basis. This would reduce the logistical work and better ensure distributions arrive on time. It would also allow the food monitors time for activities such as post distribution monitoring.

WFP should reconsider its policy concerning back-payment of food deliveries. Frequently, when food is absent from rations or arrives late beneficiaries may be forced to purchase food on credit at a greater cost than the food itself. This may force people into debt.

4.2.c Monitoring

Post distribution monitoring should be conducted systematically to inform WFP how their food is being used and to help improve and strengthen their programme. Without this information it is not possible to determine the extent to which food is shared, sold, used and lasted and profiles of the beneficiaries cannot be developed.

4.2.d Accessing food aid

CARE has successfully purchased food in Somalia without disrupting the markets. Purchasing food aid locally could be piloted by WFP on a experimental scale. While there are difficulties, most are not insurmountable with careful planning and negotiation and taking into consideration lessons learnt from similar experiences. The advantages are that it would be more cost-efficient and could encourage people to enhance the cultivation of their land in the high potential producing areas in Somalia.

5. WFP and Partners

5.1 WFP and Partners

5.1.a WFP as Lead Agency

Agencies have been very complementary concerning the speed at which WFP responded to the crisis and its assistance (technical and logistical) during the planning, implementation, analysis and report writing of the second inter-agency report.

WFP is the lead agency for food interventions. Its role as lead agency is to ensure responses are well coordinated and relevant information is considered when planning food interventions.

5.1.b Food Distributing Agencies

CARE is one of the main organisations involved in food distributions. CARE and WFP meet on a regular basis and, generally, there are good relations between the two organizations.

CARE assisted 5,000 tsunami affected families and these were largely the same target group as WFP. The food distributed was purchased locally in Jariban, Galkayo and Bossaso. CARE's first monthly distribution took place in mid-February. (See appendix 4 for distribution commodities and quantities). The food was shared, however, and there were frequently more beneficiaries than anticipated and the food lasted between 15-20 days.



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The second distribution was at the end of March – early April. This was distributed to only eleven communities and targeted villages, where food was finished quickly or had been omitted in the first round.

The justification given for distributing to the same families as WFP was because the food distributed by CARE was familiar and popular and was not included in the WFP ration.

World Concern received food aid for the islands off Kismayo from their own funding sources and they did not approach or coordinate with WFP. World Concern provided a one off three months ration to the affected.

There were five other agencies that provided small amounts of food assistance to the tsunami affected population. These organisations are not usually operational in Somalia. WFP provided assistance to one of these agencies and the other four distributed their food without communicating or coordinating with WFP.

5.1.c Working with Local Partners

WFP did not work through local partners during the tsunami response. However, in the future they are planning to implement some of their food for work, food for training and maternal-child health activities through local partners.

5.2 Conclusions and Recommendations on WFP and Partners

WFP could be more proactive in working with agencies involved in food aid responses. For example, although World Concern distributed food aid as a response to the food crisis in south Somalia no meetings took place between the two organisations. WFP has a wealth of experience, which they should proactively share with other implementing organisations involved in food distributions. CARE recognises they should have better informed WFP with regard to their tsunami food aid response. It is difficult for WFP to coordinate food aid if they are not informed by other implementing organisations of their intentions.

6. Efficiency of the Operation

6.1 Efficiency

Operational costs in Somalia are relatively expensive due to the poor infrastructure and air transport that has to be used on a frequent basis. The insecurity in Somalia also increases the operational costs for WFP. There is little WFP can do to reduce these costs, however.

The total budget spent by WFP on the purchase and transport of food for the first six months of the tsunami response was US\$2,163,240. If this money was divided equally between the 5,000 households requiring assistance, each household would have received US\$430 during this period. This is equivalent to 6,407,000 Somalia shillings (exchange rate of 14,900 shillings to one US dollar). Assuming the households purchased the equivalent of the WFP ration during the initial six months (432 kilograms of cereals, 64.8 kilograms of pulses and 21.6 kilograms of oil), the cost of these commodities would have been approximately 3,024,000 shillings for cereals, 64,800 shillings for pulses and 324,000 shillings for vegetable oil. (See appendix 5 for details for food prices). These market prices are based on the larger markets of Bossaso and Garrowe and, therefore, an additional 10 percent should be added to the prices to take into account transport costs to the smaller markets along the coast. The total cost of the six month equivalent WFP ration for the affected households would be 3,754,080 shillings, leaving a balance of 2,652,920 shillings or approximately 40 percent of the US\$430 estimated cost per household. These



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calculations do not include the corn-soya blend (CSB), but it is apparent that food for the vulnerable could have been easily met with the remaining budget.

The above calculation highlights that cash distributions to affected populations may be, at times, more efficient compared to food relief distributions. With the balance of the funds other essential household items could have been purchased, as well as making a contribution to restoring their livelihoods by purchasing fishing equipment. It would have also given the beneficiaries the opportunity to purchase their more familiar and popular foods.

This review is not advocating that cash distributions should have been used in place of food distributions in the current initial relief operation, as WFP would not have been able to provide cash assistance to the affected populations within two days of the tsunami. WFP should consider cash distributions as an effective and more efficient method of addressing food needs for vulnerable populations at times and in

some situations, however. It is important that pilot projects for cash distributions continue to document lessons learnt and suggestions for best practice and ensure this information is readily available to other interested parties. WFP is a key player in humanitarian response and has a position to be able to influence donors and other implementing organisations to ensure resources are used in the most efficient manner.

Appendix 1

TOR – See full TORs in Annex B of the RTE full report. A shortened version was produced and adapted for the Somalia “mini-RTE”.

Appendix 2

The key Recommendations of the second interagency assessment were:

- To provide livelihood recovery and support of fishing, especially through new fishing gear and resource transfers until the next season.
- Rehabilitation and/or new construction of more sustainable and reliable water sources.
- Road rehabilitation and improvement to ensure a quick response, as well as market access for inputs and export of the fishing industry.
- Immediate reconstruction of houses destroyed by tsunami in Hafun, Bander Beyla, Dharinragas and Kulub.

Appendix 3

Reasons provided by organisations as to why cash should not be distributed

- The money may be spent on “chat” (a local plant that has a narcotic effect when chewed).
- It would be more difficult to target the cash, as more people would try to cheat the system.
- The scale of the distribution for the tsunami affected households meant that it was not feasible.
- There would be a potential increase in insecurity in Somalia.
- The lack of banking facilities in Somalia.
- Donors’ lack of willingness to provide cash.
- Beneficiaries will be “taxed” when they receive cash.
- By providing cash to ethnic groups that are already marginalized this may increase tensions between them and other groups.
- Recipients are more familiar with food distributions compared to cash distributions.



Appendix 4

CARE's monthly ration provided to 5000 households for tsunami affected households

Sugar	15 kilograms
Rice	15 kilograms
Wheat flour	20 kilograms
Oil	3 kilograms
Pasta (in Hafun and Eyl only)	2 kilograms
Oats for the vulnerable	0.5 kilograms
Dates for the vulnerable	2 kilograms



Appendix 5

Market Information Provided by the Food Security Assessment Unit (FSAU)

Quantity	Food	Bossaso Market Price	Garrowe Market Price
1 kg	White maize	5,250 Ssh ¹²⁸	6,200 Ssh
1 kg	Imported rice	5,000 Ssh	6,600 Ssh
1 litre	Vegetable oil	12,000 Ssh	15,000 Ssh
1 kg	Cowpeas	10,000 Ssh	9,400 Ssh
1 kg	Red Sorghum	7,000 Ssh	7,000 Ssh

Note: To calculate the price of cereals, pulses and vegetable oil for a household for six months the most expensive prices were used, i.e. for cereals red sorghum was used, for pulses the cost of cow peas in Bossaso market was used and the cost of vegetable oil in Garrowe market was used. The highest prices have been recorded during the months of January to April 2005 for the various food commodities

An average of the highest and lowest exchange rates in Bossaso and Garrowe between January and April 2005 was used to establish the exchange rate. The working exchange rate used was 14,900 Somali shillings = one US dollar.

Daily ration/person x 6 people x 30 days x 6 months = household ration for 6 months.

Appendix 6

People Interviewed Nairobi

WFP Somalia Office in Nairobi

Robert Hauser	Country Director	
Leo van der Velden	Deputy Country Director	
El Rashid Hussin Hammad	Programme Coordinator	
Abdirashid A. Hussein	Programme Assistant	
Michiel Terellen	ILO	Local economic Development Expert
Thomas E. LePage	World Concern	Africa Area Director
Abdi Ware	FAO	Field Program Manager
Ali Ahmed Mohamed	CARE	Tsunami Project Manager
Gobinda Rajbhandari	CARE	Emergency response coordinator
Floor Grootenhuis	SC UK	Regional Food Security Advisor
El Khidder	SC UK	Country Director
Nick Haan	FSAU	Director
Alex France	FSAU	Consultant/interagency assessment
Kazimiro Rudolf Jocondo	OCHA	Deputy Head of Office

¹²⁸ Ssh = Somali shilling(s).



People interviewed in Somalia

Hafun elders
Hafun womens group
Save the Children UK in Hafun
WFP Bosasso staff



Annex-F

Notes on WFP's Tsunami Responses in India, the Maldives, Myanmar and Thailand¹²⁹

India

The impact of the tsunami in India was worst in the Andaman and Nicobar Islands, followed by the states of Tamil Nadu, Kerala and Andhra Pradesh. It is estimated that 10,000 people lost their lives and close to a million people were displaced.

Following an emergency needs assessment conducted by the WFP Country Office in Kerala and Tamil Nadu during the period 29 December 2004 to 4 January 2005 (undertaken in close consultation with Professor M.S. Swaminathan, Chairman, National Commission on Farmers), an offer was made to the Government of India for the supply of micro-nutrient and vitamin fortified biscuits (which are locally produced under the regular WFP development programme) in the worst affected areas.

An emergency needs assessment was not conducted in the Andaman and Nicobar Islands, as special approval was needed from the government for this purpose, given the security considerations of the area. Access to relief agencies was granted at a later stage.

The government accepted the offer of immediate WFP assistance for Tamil Nadu, while UNICEF later distributed WFP-supplied biscuits in the Nicobar islands under an agency collaboration arrangement.

It should be noted that the government's current policy is to not ask for external assistance in dealing with emergencies, especially for emergency food aid, but that it has no objection if organizations help voluntarily. Furthermore, the government mounted a rapid response, including its own food relief deliveries, and also helped other tsunami-hit countries.

As for WFP's own food assistance in India, 350 tons of fortified biscuits (total value close to US\$293,000) were distributed between the last week of January and end of February to approximately 140,000 beneficiaries, predominantly children and women. The delivery and other logistics arrangements were carried out by WFP and its corporate partner, TNT. The final distribution was undertaken by six local NGOs, in coordination with local governments ("panchayats") and the district administration in Tamil Nadu. For the Nicobar islands, distributions were made by UNICEF directly, together with the district administration.

The main objectives of the biscuit distribution were to help children return to schools and continue to attend classes, as well as to ensure that the nutritional situation of the most vulnerable groups did not deteriorate significantly. WFP's operational partners have reported that ready-to-eat biscuits have contributed significantly towards both objectives.

¹²⁹ The notes for India, Myanmar and Thailand were written, at the request of the OEDE evaluation manager, by WFP staff of the respective offices and reviewed/edited by the evaluation manager. The note for the Maldives was written by Ellen Girerd-Barclay, evaluation team member, as Ellen had prior experience of the Maldives during a former position as UNICEF Regional Nutrition Adviser for South Asia.



The India Country Office also assisted WFP Headquarter's and the Regional Bureau's efforts in other countries, by airlifting 112 tons of India-produced biscuits to the Maldives, 275 tons to Indonesia and 40 tons to Sri Lanka. In addition, seven experienced national staff from the India Country Office were dispatched on extended missions to support WFP emergency operations in Indonesia and Sri Lanka, starting from mid-January.

WFP Strategy for the Recovery Phase

Taking into account the government's priorities, WFP fielded a mission to Tamil Nadu at the end of April 2005 with the aim to develop a nutrition intervention for individuals infected and affected with HIV. Tamil Nadu is classified as a high prevalence state where the HIV infection has crossed 1 percent or more in ante-natal women. The state accounts for 42 percent of total reported HIV positive cases in India; as of 2004, it is estimated that 400,000 to 500,000 persons in the state are HIV positive, although only 48,180 cases of AIDS have been reported officially so far. By all accounts, HIV-AIDS could spread even more broadly and quicker now, due to the post-tsunami economic and social consequences on the poorest strata of the population, who may be tempted to undertake risky coping mechanisms.

As for funding, it is estimated that investing US\$14/person/annum could prevent some 80,000 persons from lowering their nutritional status and could slow the progression of the disease, as well as prevent the spread of opportunistic infections. The annual funding required for this project would be around US\$1.1million, basically for costs related to local capacity building and technical assistance for implementing and managing the project. An additional US\$0.9 million would be needed to provide fortified blended food, locally produced in India under WFP supervision.

WFP has had a strategic partnership with IFAD in India since 2001 (the IFAD Field Presence Unit is hosted at the WFP Country Office). Based on the interest expressed by the government, IFAD Headquarters, in liaison with the India-based FPU, has prepared a project to build up self-reliant coastal communities, resilient to shocks and able to manage their livelihood base in a sustainable manner. This would be achieved via the development of viable enterprises and resource management systems, owned and operated by poor men and women in the region affected by the tsunami, supported by their community and other appropriate institutions.

WFP has not made further commitments for the tsunami recovery phase in India, however, for the following reasons:

- Food assistance is not considered a priority need in the affected areas;
- An adequate level of rehabilitation assistance is being provided by the government, NGOs, World Bank, Asian Development Bank and others;
- Tamil Nadu is not amongst the most food insecure Indian states. (WFP has a field presence and on-going food based programmes in extremely poor areas of states such as Orissa, Jharkhand, Madhya Pradesh, Gujarat and Rajasthan).



Maldives

Findings

With just under 300,000 residents in over 200 islands, the Maldives is an archipelago of coral islands in the Indian Ocean, stretching 800 kilometres from north to south. Fishing and tourism are the country's major economic forces, with 90 islands involved in fisheries, and 40 housing international holiday resorts. Due to the widespread geographic area covered by the Maldives and high transport costs, the unit cost of delivering services, food and other commodities to remote islands has been extremely high. Very little is grown in the Maldives, with all staple foods, meat, and a large proportion of fruits and vegetables imported. The only food produced locally in large quantities is fish.

When the tsunami struck in the early hours of 26 December, constituting the most significant natural disaster in recorded history, the Government of Maldives (GoM) and its citizens were faced with tremendous challenges. The government and aid agencies quickly recognised that the existing emergency management plan was insufficient for managing the widespread losses. Eighty-two people were killed, the majority of whom were women and children, and a further 26 were still missing at the end of January. Nearly 140 inhabited islands were affected: 69 islands were completely flooded, 17 half-flooded, and a further 51 islands partially or slightly damaged. Over 4,000 homes were destroyed or damaged in a third of the affected islands.

Within hours of reports of waves between one and four metres high striking islands throughout the country, a National Disaster Management Centre (NDMC) was activated. After a few initial chaotic days, the NDMC became a functional emergency relief operation, providing support in planning, health relief, housing, foreign relations, aid coordination, logistics and media relations.¹³⁰ With most islands standing less than two metres in altitude, large portions of the Maldives were flooded when the tsunami struck, leaving residents nowhere to run. Fortunately, many residents, including children, were able to swim, allowing them to stay afloat when the wave struck.

The first relief activities therefore consisted of evacuating families to *dhonis*¹³¹ in protected lagoons or to high-rise platforms and taller buildings, and transporting them to neighbouring, less affected islands. Many people were forced to move from islands where facilities had previously functioned, to areas without health infrastructure, or with insufficient capacity to cope with the large influx of injured and emotionally distressed people. On some islands, health centres were destroyed or damaged. For these reasons, the most severely injured people were evacuated to Male, the capital city, where a national hospital was able to deal with emergency cases.

Following the immediate evacuation and relocation phase, the government began to address issues of food, water and shelter for internally displaced people (IDP). Within a few days of the tsunami, the government distributed free food from in-country food stocks, along with non-food

¹³⁰ Yoosuf, Abdul Azeed, Presentation at WHO Conference on Health Aspects of Tsunami Disaster in Asia, Phuket, Thailand: May 2005.

¹³¹ Traditional Maldivian fishing boats.



items (NFI) and tents.¹³² Although initially housed in community buildings or schools, IDPs were later moved to temporary shelters such as tents. Well water, upon which people depended for washing and bathing, developed high salinity as a result of the tsunami. Prior to the emergency, rainwater was used for drinking, but damage to many storage tanks created a serious water shortage. Water storage tanks and desalination plants were provided to affected areas to increase the availability of drinking water. Agricultural lands and fruit trees were damaged due to the increased salinity of ground water. Widespread damage to fishing boats, nets and harbours reduced the fishing catches, seriously affecting food supply and livelihoods.

Needs assessments were carried out by a great number of agencies, including WFP. Although helpful in determining relief priorities, the high number of assessment missions severely strained the country's limited human and transport resources. The objective of WFP's Emergency Needs Assessment (ENA)¹³³, conducted in January 2005 was to measure the impact of the tsunami on food security and to determine whether or not affected populations were in need of food assistance, and if so, to provide recommendations on WFP's response, targeting options and other longer-term assistance potentially required from WFP and its partners. The ENA used a variety of secondary data to categorize islands by broad economic activities and post-disaster data to determine the economic impact of the tsunami on people's purchasing power.

The ENA estimated that approximately 12,000 IDPs required immediate food assistance, and continued support until they were able to return and rebuild their homes or be resettled. The ENA identified a second group, consisting of households that had lost their livelihoods and had no other sources of income, and those whose livelihoods were disrupted but who still had access to some sources of income, who would require food assistance until normal economic activities could be resumed. A third group consisted of those who had regular livelihoods, such as government employees, but whose assets had been destroyed or damaged. This group was considered for short-term assistance during the recovery period.

The ENA recommended that cash-based employment or cash-for-work (CFW), preferably linked to reconstruction, be initiated as soon as possible. CFW was promoted as a means to allow cash injections into island economies, boosting purchasing power and at the same time stimulating trade and the flow of good and commodities required to rebuild homes and livelihoods. At the time of the ENA, the government, NGOs and private sector had already begun CFW programmes. WFP therefore proposed to provide food assistance on a short-term basis to households during the start-up period for CFW programmes, in order to maximize their benefit to families. The food assistance was intended as a safety net that would permit households to use scarce funds for other needs. The ENA emphasized the importance of targeting, in order to identify and reach those most in need, and of phasing out food aid as soon as possible. The ENA did not recommend Food-for-work (FFW), given the availability of CFW schemes and widespread food needs.

The ENA also recommended the establishment of credit and loans schemes to help replace lost tools and equipment, particularly those needed for reconstruction. The ENA noted however, that

¹³² Provided by GoM, NGOs and the private sector.

¹³³ Ronchini, Scott and Kute, Allan, Rapid Assessment Report of the Impact of the Tsunami in the Maldives, WFP-Rome: January 2005.



households with outstanding debts from before the tsunami would be less able benefit from such schemes.

In late January 2005, the government provided a second general distribution (GD) of food rations to 36,000 people, including both IDPs and those had not moved from their residences, but who had lost assets and livelihoods and/or whose homes had been damaged. Early in the month, the same beneficiaries had received a free cash payment.

The ENA suggested that WFP, while awaiting the arrival of food stocks, could assist the government in targeting beneficiaries, in monitoring its own in-country stocks, and in phasing out food distributions as CFW schemes were established. WFP was also advised to replace the government food stocks that were distributed while awaiting the arrival of WFP commodities, as well as those distributed immediately after the tsunami.

In addition to acute food insecurity, the ENA noted that the Maldives was prone to high malnutrition rates, especially micronutrient deficiencies. Available information showed that childhood and maternal malnutrition in the country was the result of multiple factors, mainly inadequate care and feeding practices for young children and women rather than insufficient food.

Based on the findings of the ENA, the GoM and WFP identified a total of 29,000 vulnerable people in need of food assistance during the interim period in which CFW schemes were being developed.¹³⁴ In order to avoid nutrition problems arising from the reduction of fresh foods in the diet and expected delays in restoring agricultural production, the ENA also recommended the provision of high-energy fortified biscuits to schoolchildren. Based on the ENA recommendations, rice, flour, pulses, sugar and oil were provided as of February 2005, under the regional EMOP.

In May 2005, the WFP Regional Office in Bangkok (ODB) conducted a follow-up mission to review the progress of food assistance¹³⁵ and to consider the government's request that general distributions of food aid to people affected by the tsunami continue until the end of 2005. At the time of the mission, an estimated 41-42,000 people were receiving WFP food rations.

WFP agreed to support the GoM's request for food aid to continue¹³⁶ based on the following:

- The relative impact of the tsunami was much greater in the Maldives than elsewhere: as a percentage of GDP, the damage experienced in Maldives was as great as 62 percent, compared with 2.8 percent for Indonesia, 4.5 percent for Sri Lanka, and less than 1 percent for Thailand. In May 2005, seven percent of the Maldives' population still resided in temporary shelters; and the total number of individuals requiring some form of food assistance stood at over 40,000.
- The government's food distribution system was efficient, and included an extensive and efficient reporting mechanism.

¹³⁴ The figure includes: approximately 12,000 displaced people from the most affected islands who were to receive food assistance; an additional 14,500 people from households without sources of income and without family support, and an additional 2,200 people vulnerable due to unemployment.

¹³⁵ Katona-Apte, Judit, Report on Mission to Maldives 6-9 May 2005, WFP-Bangkok: May 2005.

¹³⁶ Including delivery of food commodities to Maldives, internal transport, storage and handling costs.



- Even during normal times, all staple foods were imported and sold at government-subsidized prices. The continuation of food assistance was therefore thought to have little if any negative effects on market prices.
- The estimated amount of food assistance for the six-month period was relatively small for WFP (2000 tons). The existing ration was recommended to continue, with a slight reduction from 300 to 200 grams of rice per person per day, upon the government's request.
- Even before the tsunami, food commodities had to be transported considerable distances to reach the entire population. Thus, the price of fuel for transport was an important factor influencing food security. In May 2005, fuel costs were extremely high, while the government's income had dropped considerably due to decreased tourism.

During consultations with WFP in May, the government proposed a reduction in the number of planned beneficiaries from 29,500 to 13,203. The proposed reduction was based on the government's rationale that many cash programmes had been initiated and food needs were therefore reduced and should include only IDPs and host households. However, following further discussions, the government agreed that populations on islands where livelihoods had not yet been restored should also be targeted, in addition to IDPs. As a result, the number of targeted people for general distributions of food aid until the end of the year was raised to 25,000. WFP and government officials agreed to inform the general public of the criteria for receiving food aid for a further six months.

The daily per capita ration, determined to be 200 grams of rice, 100 grams of wheat flour, 50 grams of sugar, 50 grams of pulses and 25 grams of oil¹³⁷, was recommended to continue until the end of December 2005, with a gradual reduction in beneficiaries as the cash for work programmes were established and evidence found that incomes had stabilized. The general distributions would be managed through government National Security Services (NSS) and internal transportation costs covered by WFP. Due to insufficient storage capacity in Maldives to maintain six months of food stocks, food commodities were to be delivered in two separate shipments to the Maldives. WFP agreed to assist the government in improving warehouse storage and management by providing a trainer and covering the costs of a training workshop for staff from Male and regional warehouses.¹³⁸

Since malnutrition in the Maldives is recognized to be the result of inadequate care practices, rather than a lack of food or access to food, a recommendation was made for WFP to assist in providing nutrition training for caregivers. Together with a local NGO, SHE (Society for Health Education), WFP was asked to carry out nutrition training workshops for IDPs. In addition to providing technical assistance to develop a training module, WFP was also asked to cover the cost of the workshops. Such training courses would be carried out under the coordination of IDP camp managers and UN-OCHA and in collaboration with other UN agencies, such as UNICEF.¹³⁹

Conclusions

¹³⁷ WFP is to provide rice, pulses, oil and sugar; the government is to provide the wheat flour.

¹³⁸ Kolbjornsen, Nina, Note for the Record: Meeting with MIDP, STO and NSS, WFP-ODB on 25 May 2005, Bangkok: May 2005.

¹³⁹ Ibid.



The island geography of the Maldives and its highly dispersed population posed unique obstacles to the timely and efficient assessment of emergency needs and provision of food assistance, and to the effective monitoring of food and other relief distributions.

When multiple needs assessment missions arrived simultaneously in the Maldives, the country's human, transport, and logistics resources were severely taxed.

The government's food distribution system was well-established, and accompanied by an extensive reporting mechanism which facilitated the rapid distribution of food assistance. Nonetheless, the arrival of a wide variety of food and non-food donations, including both requested and unsolicited items placed a tremendous strain on the country's limited storage facilities and logistics capacities.

- The inappropriate bundling of supplies (e.g. large packages requiring sorting and re-packing) was a common problem.
- In some cases, agencies competed with one another to distribute relief items first.
- Government authorities required training and other forms of capacity building to be able to adequately receive store and deliver food and other aid effectively.

In addition to food insecurity, the lack of safe drinking water and insufficient water for bathing and cooking, damaged sanitation and hygiene facilities and poor care practices were important threats to the health, nutrition and well-being of affected people.

Although the government aimed to gradually phase down food assistance by June 2005, progress in the recovery of housing and livelihoods in the Maldives, as in other tsunami affected areas, was much slower than expected. As a result, food needs remained fairly stable with little reduction in targeted beneficiaries over the first six months.

Recommendations

WFP should

- Continue to monitor food security and nutrition indicators on a regular basis in the Maldives in order to detect problems and identify needs. WFP should base its plans to phase out on-going food assistance on the results of reliable monitoring data, adjusted according to measurable progress in other areas of recovery.
- Develop creative approaches to addressing nutritional problems linked to various causes such as care practices, food insecurity and water supply, sanitation and hygiene, in partnership with appropriate government departments, UN agencies and NGOs. In addition to meeting immediate short-term needs, medium- and long-term solutions to these constraints to good nutritional status should be developed, involving a broad spectrum of sectors and partners.
- Incorporate opportunities to improve the capacity of government authorities and communities to store and distribute food aid, to promote improved nutrition and to strengthen emergency preparedness into ongoing activities.

Myanmar



In the last week of June, WFP completed its tsunami operation in Myanmar, with the last ton of food being distributed (amounting to 1,280 tons in total). This emergency operation, in an area where WFP had no prior operations, was carried out in cooperation with two NGO partners (World Vision and ADRA). The UN Country Team, with the IFRC and NGOs, was able to respond rapidly to the affected areas given the operational and political constraints in Myanmar. The exercise was a good learning curve for all agencies involved in relief in Myanmar given the special country context, e.g. disasters are often not reported in the government controlled media. Also the government does not 'ask' for external assistance. The inner coordination group carried out an "Emergency Phase Lessons Learned" exercise with recommendations, which was very useful for future actions.

Background

Fortunately, unlike its neighbour Thailand, Myanmar escaped the worst consequences of the tsunami. Many technical reasons have been put forward for this fact, including the geomorphology of the coastal belt and the fact that the Andaman islands in the south presented a 'protective' barrier. Thus, the effects of the tsunami in Myanmar were limited both in size and geographic area.

Coordination

The earthquake of 26 December 2004 was felt in different parts of the country around 07:35 hours and the waves reached Myanmar after some four hours. The potential consequences of the tsunami were not recognized until later that day through international news networks. An international coordination group chaired by IFRC and supported by the UN Resident Coordinator's Office, UNICEF and WFP, plus Medecins sans Frontieres & World Vision, was immediately set up and met daily for the first two weeks. This coordination group was a forum for sharing information on assessments and coordinating the various response phases. While this group also shared information with a wider group of agencies, it lost momentum once the flash appeal was issued and the various agencies got involved in the implementation of their own activities.

The near-absence of linkages with central government authorities often isolated and delayed response efforts, such as 'rapid' assessments. For example, travel clearances for international staff needed to be obtained from the Ministry of Defense and these clearances sometimes took as long as ten days.

Assessments

While awaiting government clearances, WFP carried out two assessments in the most affected areas within the first week with national staff (eventually an international staff also joined a second mission to the border area close to Thailand). The joint WFP-UNICEF mission to the delta region (Ayeyarwaddy Division) identified an estimated 10,000 affected people in need of food assistance. The WFP assessment mission to the Thai border area (Thanintharyi Division) working on data already collected by MSF, ICRC and World Vision, estimated the number of people in need of food assistance to be around 5,000 in that area.

While these rapid assessments did produce the first rough data sets with which WFP could start responding with food assistance, there were still gaps of information that only a more



comprehensive assessment would fill. Hence, from 11-26 January 2005, a more systematic inter-agency¹⁴⁰ assessment was carried out on the impact of the tsunami with pre-designed templates for collecting information at township, village and household levels including much-needed pre-crisis information.

Focus group discussions reflected that the affected communities were already very poor and hence did not have significant food stored nor other valuable assets that could have been swept away by the tsunami. Physical damage was limited to infrastructure like bridges, houses and water wells (all being contaminated with seawater). Market prices of rice had risen by 10-15% after the tsunami – they subsequently stabilized in a very short time. The inter-agency mission confirmed the figures of the earlier WFP missions on the estimated people in need of food assistance.

WFP Response

Based on the beneficiary figures, WFP requested 1,296 tons of food (rice, pulses and oil) for a 6-month period at a cost of US\$445,500. This has been resourced through contributions from the Governments of Japan and Germany. By the end of the project, on 30 June 2005, 1,280 tons has been distributed, reaching the targeted 15,000 beneficiaries.

In the first week after tsunami, WFP initially cooperated with IFRC, which, through the national Red Cross Society, purchased 26 tons of rice locally and distributed it in the first relief packages, which included other items (pots/pans/blankets/plastic sheets and drinking water). Soon after this, WFP partnered with World Vision, which already had an area programme in the border area in Thanintaryi Division and with the Adventist Development Relief Agency (ADRA) in the delta area (Ayeyarwaddy Division). During January and February relief rations were distributed to 3,000 people in the delta area and 4,000 people in the Thai border area. Already in the latter part of February, however, food for work schemes had started to renovate 588 houses, 34 new water ponds, 10 access roads, 3 bridges and 1 jetty. Most of these schemes involved non-food cash inputs from the cooperating partners, which they were able to allocate from the generous cash contributions for the tsunami.

Myanmar's Information Dilemma

The sensitivities surrounding information make information sharing in Myanmar restrictive. Reliable data is difficult to obtain and data released to the public is centrally controlled. Hence, when the tsunami hit there were a number of sources outside Myanmar reporting that the real impact of the damage was being 'hidden'. There was considerable confusion at the onset of the tsunami about the extent of the impact, leading to speculation and misjudged statements by different external sources (including some UN regional offices). In order to dispel such disinformation, a common statement was issued on 6 January 2005 by all relief agencies (a much wider forum than those in the coordinating group) that the damage was, indeed, minimal based on finding from the various assessments carried out by international agencies. Similarly, information on resources contributed by donors was also sensitive and this also presented

difficulties in presenting the real gaps and sector funding levels. Inclusion of donor representations in the coordination group could have taken care of this sensitivity.

¹⁴⁰ WFP, UNDP, UNFPA, FAO, UNICEF and WHO participated.



Thailand

Background

Immediately following the 26 December 2004 tsunamis that struck countries along the rim of the Indian Ocean, WFP pledged US\$500,000 in emergency food assistance to Thailand from its Immediate Response Account (IRA). Following an assessment in the six most affected provinces in the south of Thailand, and in cooperation with the Royal Thai Government (RTG) authorities, other UN agencies (including UNICEF) and local NGOs, WFP identified a two-pronged approach to its assistance, which would focus on supporting the on-going school feeding programme and assist vulnerable families in the six provinces most affected by the tsunami: Phuket, Phangha, Ranong, Krabi, Trang and Satun. This programme would provide commodities purchased in Thailand as follows: 680 metric tons of rice, 111 tons of local canned fish and 41 tons of soya bean oil to the six provinces (see breakdown in table below). The Provincial Education Departments and the Provincial Governors' offices were identified as partners with WFP for both of these programmes.

School Feeding Programme

An estimated 8,000 students were either directly or indirectly affected by the tsunami in the above-mentioned six provinces; some lost their parents, many lost their homes and many children's parents were left without jobs. Despite the fact that schools have on going school lunch programmes, funds are normally available for only 30 percent of the students, at the average allowance of 6 Thai baht per child (equivalent of one to two dishes of rice). WFP's food complemented the government's existing school lunch programme and enabled many schools to provide lunch for more needy children. During the first three months of the intervention, WFP reached more than the anticipated 8,000 students, with some 11,255 students in 767 schools in the six affected provinces receiving assistance from WFP. Assistance will continue for the full school year (200 days).

Affected Vulnerable Families

WFP food assistance to vulnerable families provided a basic ration for over three months. Food commodities were distributed to various temporary reception centers, to affected populations in individual villages and to vulnerable individuals. By the end of March, WFP had provided assistance to more than 3,000 affected families (some 15,000 people), as follows: Stun 250 families, Trang 200 families, Ranong 145 families, Phuket 100 families, Phang-nga 1,500 families and Krabi 900 families.

Food Commodity and Estimated Beneficiaries

Below is a table summarizing the total amount of food distributed in the six southern Thai provinces affected by the tsunami.

#	Province	Estimated vulnerable families	Estimated no. students	Total rice in tons	Canned fish in tons	Oil in Cartons
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1	Trang	100	1,000	52	9.75	342
2	Stun	100	1,000	52	9.75	342
3	Krabi	700	1,500	199	29.75	1,017
4	Phang-nga	700	1,500	199	29.75	1,017
5	Ranong	200	1,500	89	16.00	558
6	Phuket	200	1,500	89	16.00	558
	Total	2,000	8,000	680	111	= 41 tons

Distribution Mechanisms

Food commodities to vulnerable people were dispatched from provincial warehouses to individual affected districts or government agencies and then down to villages where beneficiaries were located. Village committees in coordination with district officials, the provincial Thai Red Cross chapters and the disaster relief department were the main partners in food distribution. Committees assessed who were most in need and determined the quantity to be given. The system worked effectively and efficiently and food items reached the beneficiaries in a timely manner.

For the school feeding program, the provincial education departments were responsible for receiving and distributing food items to individual affected schools in the areas. Food items were directly dispatched to schools.

Monitoring and Coordination

Government agencies and parent teacher associations were closely monitoring the distribution and use of food. A WFP consultant visited schools and vulnerable families in the affected areas on a regular basis to ensure that food items were reaching needy students and families. UNICEF field staff made regular visits to the affected areas and informed needy families that food items were available.

During offloading of food, the food was checked by WFP and a SGS (commercial superintendence company) quality control agent to ensure that both the quality and quantity of food items were in accordance with specifications and requirements. The recipients, the governors' offices and provincial education department acted as signatories for the food items. Coordination between suppliers, the WFP Regional Bureau in Bangkok, a consultant in the field and Thai relief personnel at off loading points has been good. In addition to working closely with government agencies, WFP was working closely with UNICEF field staff.

Accomplishments

Although WFP's food aid in Thailand was not of critical importance, given the high level of the domestic response to the crisis, WFP's assistance helped to alleviate both immediate and longer term needs. A higher number of beneficiaries than originally planned has been reached. Schools were able to provide more food to more students, as well as to offer more nutritious foods. The needs of vulnerable families have been met during the period when jobs and incomes were scarce. The local government and beneficiaries have appreciated WFP assistance.



Annex-G

A Timeline of Key Events in the Tsunami Response – December 2004 to June 2005

Date	General	Indonesia	Sri Lanka	Others
December 2004				
26/12/04	<ul style="list-style-type: none"> ➢ As a result of a magnitude 9.1 earthquake off the west coast of northern Sumatra, a tsunami hit the coasts of Indonesia, Thailand, Myanmar, India, Sri Lanka, the Maldives & Somalia ➢ Immediate options foreseen: an IRA EMOP for US\$500,000 each for Indonesia and Sri Lanka 	<ul style="list-style-type: none"> ➢ Full extent of damage not known 	<ul style="list-style-type: none"> ➢ A national emergency is declared ➢ Rough estimates that up to 300,000 people maybe affected 	
27/12/04	<ul style="list-style-type: none"> ➢ ODB staff sent to Sri Lanka and Indonesia; HQ identifying TDY staff 	<ul style="list-style-type: none"> ➢ Needs assessment on-going 		
28/12/04	<ul style="list-style-type: none"> ➢ First WFP Taskforce meeting: IRA EMOPs for Indonesia, Sri Lanka and Thailand decided upon 			
29/12/04	<ul style="list-style-type: none"> ➢ Resourcing: good response from main donors but no indication of amount 	<ul style="list-style-type: none"> ➢ WFP initially estimating US\$21 million, not including special operations needs; cost could be around \$40 million for six months 	<ul style="list-style-type: none"> ➢ UNDAC 3 days assessment ➢ Need forecasted: US\$17.5 million for a six months WFP intervention for an average of 650,000 beneficiaries ➢ 15 days plan: 220 tons to assist 30,000 displaced persons 	
30/12/04	<ul style="list-style-type: none"> ➢ Decision for a 6 months EMOP for two million people costing US\$125 – 150 million including food, logistics and NFIs. 	<ul style="list-style-type: none"> ➢ IRA-funded EMOP food ready 	<ul style="list-style-type: none"> ➢ Trucking capacity and pipeline raised as major issues 	<ul style="list-style-type: none"> ➢ Assessments on-going in Somalia and Yemen



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	➤ Material dispatched from Cambodia			
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January 2005				
2 – 8/01/05	<ul style="list-style-type: none"> ➢ Regional EMOP jointly approved by DG/FAO and ED/WFP ➢ Airdrops modalities discussed with regional governments ➢ Logistics coordination with UNJLC agreed upon ➢ Military coordination discussed ➢ ICT: staff needed; FITTEST staff at full utilization in other emergencies ➢ ED in Jakarta and Banda Aceh with Colin Powell/US ➢ Special session on the tsunami planned for the 20/01 Kobe conference 	<ul style="list-style-type: none"> ➢ Need of more support outlined ➢ Trucking capacity low and proposed airdrops questioned by GoI ➢ 130,000 beneficiaries to be reached initially 	<ul style="list-style-type: none"> ➢ Baseline assessment conducted by MoH ➢ Reaching up to 750,000 with 5,300 MT of food 	<ul style="list-style-type: none"> ➢ Thailand: declares that there is no need for external assistance, due to strong domestic response and government support ➢ Somalia: 277 tons dispatched for 9,600 beneficiaries ➢ Myanmar: 15,000 affected people identified as being in need ➢ Maldives: Receiving biscuits from India
9-15/01/05	<ul style="list-style-type: none"> ➢ Queries over assessment figures highlighted ➢ UNJLC raises question of transport bottlenecks which are developing ➢ High resourcing level of EMOP expected; talk of extension in time to end of the year ➢ WB carrying out recovery assessments (two weeks) 	<ul style="list-style-type: none"> ➢ GoI wishing to control movements in Aceh ➢ Security: less than 50% of Field Security Officers are on the ground ➢ 4 new field offices opened ➢ Dispatches of food made for distribution to 160,000 beneficiaries ➢ Painting of UNHAS helicopters delays deployment; costs \$10,000 each ➢ WFP proposed to lead ICT services for UNCT ➢ Decision to take part in JAM with WHO and UNICEF from USS Abraham Lincoln ➢ Proposal to procure rice locally from Bulog 	<ul style="list-style-type: none"> ➢ Security assessment done ➢ 7,500 tons of food dispatched since start of operation ➢ ED on mission to Sri Lanka on 15 – 16 January 	<ul style="list-style-type: none"> ➢ SG in Maldives: assessment finds food aid needed for 6 months ➢ Somalia: 90% target reached
16 to 22/01/05	<ul style="list-style-type: none"> ➢ Arrival of security advisor ➢ Assessments starting (nutrition focus) 	<ul style="list-style-type: none"> ➢ Insecurity rising & hampering assessment mission 	<ul style="list-style-type: none"> ➢ Coordination underway with nutrition NGOs 	<ul style="list-style-type: none"> ➢ Maldives: discussion of phasing out at end June



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	<ul style="list-style-type: none"> ➢ EMOP forecast to be over funded ➢ Special Operations for air and logistics augmentation are 50 & 70% funded, respectively ➢ UNJLC Special Operation is 65% over-funded ➢ WFP Task Force discussion held on possibility to extend the EMOP by 6 months to end 2005, given lower total caseload and by adjusting future expenditures, or continue as planned converting EMOP into a PRRO in July ➢ UNHAS' slow response on air service provision is a source of concern ➢ TNT provides support up to €2.3 million for technical staff, air and land transport and office space, with TNT controlling the disbursements ➢ Medevac procedures discussed; working group set up; no plane available for evacuation is an issue, however 	<ul style="list-style-type: none"> ➢ GoI decision to allow only WFP in Aceh-Medan corridor: government tensions with NGOs over access ➢ Air services: Contract signed with DFID for helicopters; negotiating passenger transport by helicopters; Landing craft arriving; airlift of 500 tons of canned fish from Bangkok to Medan started ➢ Joint assessment cancelled: WFP and Save the Children to be considered as the main assessment ➢ Insufficient staff accommodation in Banda Aceh: housing of air crews on Sabang island decided upon ➢ GoI confirms establishment of IDP camps ➢ Caseload uncertain (range of 400,000 to 800,000) due to inaccessibility and bad communications ➢ Access issue: Rainbow Warrior used in coastal areas 	<ul style="list-style-type: none"> ➢ Arrival of first vessel bringing EMOP food ➢ The 8,000 tons already distributed had been borrowed from in-country PRRO stocks or was funded under the Immediate Response Account ➢ Arrival of Unilever's 2nd train transporting 450 tons of commodities ➢ Canned fish not needed in Sri Lanka (which has pulses in the food basket as an alternative source of protein) 	<ul style="list-style-type: none"> ➢ Somalia: vessel arrived from Mombassa ➢ Maldives: distribution of remaining biscuits (73 tons) for school children (39 tons already distributed as blanket emergency to 44,000 beneficiaries)
<p>23 to 31/01/05</p>	<ul style="list-style-type: none"> ➢ Idea of shifting additional resources to other regions supported by Jan Egeland ➢ It is agreed that the EMOP should be extended until 31 December; budget revisions to be prepared ➢ Deployment of two HQ staff to support regional discussions with World Bank ➢ Medevac procedure considered insufficient ➢ CDs reminded they should disengage from operational matters and focus on larger frame strategic issues 	<ul style="list-style-type: none"> ➢ GoI and exiled leaders from the Free Aceh Movement holding peace talks in Helsinki ➢ Needs assessment: 790,000 people found in need ➢ CO requests more discipline from Headquarters and others in staff deployment; some staff members are arriving unannounced. ➢ <u>Beneficiaries:</u> ➢ Jan: 339,000 Reached ➢ Feb: 530,000 Planned 	<ul style="list-style-type: none"> ➢ GoSL and Tamil Tiger leaders are meeting to discuss coordination of relief efforts ➢ Coordination with NGOs on basis of needs assessment findings: proposal is for general distributions for two months, followed by increased targeting ➢ <u>Beneficiaries:</u> ➢ January: 852,500 reached ➢ February: 852,500 planned 	<ul style="list-style-type: none"> ➢ India: IRA EMOP finalized: 300 tons of WFP biscuits for Tamil Nadu. ➢ Myanmar: ➢ January: 6,000 beneficiaries reached ➢ February: 15,000 beneficiaries planned ➢ Thailand: ➢ January/start February: 18,000 beneficiaries planned ➢ February: 18,000 beneficiaries planned

Jan: 6,000 Beneficiaries Reached
Feb: 15,000 Beneficiaries Planned
End Jan/start Feb: 18,000 Beneficiaries Planned



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February 2005				
1-14/02/05	<ul style="list-style-type: none"> ➢ WFP accepts responsibility over procedures for mass casualties for all UN; evacuation plans discussed: military considered an option, given high number of aid workers on ground, and participation of medical staff of NGOs ➢ The UN is setting up a team to assist new UN Special Envoy Clinton; WFP staff person still to be determined 	<ul style="list-style-type: none"> ➢ Meeting on reconstruction of Banda Aceh: GoI announcing one million people in need of assistance; set up of eleven working groups (four in which WFP participates) ➢ Number of people reached = 425,000 i.e. lower than 790,000 needy due to lack of implementing partners and difficulties of access and identification ➢ Rice quantities distributed so far for February: some 5,000 tons ➢ 25% rise in rice price in Aceh ➢ Oxfam and Save the Children drafting a letter stating their concern about WFP continuing food aid for a longer period of time due to potential negative impact on local food production and prices ➢ Rice purchase with Bulog being quality checked ➢ New partnership with Indonesian Red cross (PMI) 	<ul style="list-style-type: none"> ➢ Demonstration in front of the UN compound against government's legislation prohibiting construction on coastline ➢ GoSL appears to be against M18 helicopter deployment, primarily for security reasons ➢ Customs clearance difficulties experienced by agencies ➢ 14 February: ban on rice imports, due to good harvest expectations. ➢ Meetings with UN agencies and World Bank on reconstruction 	<ul style="list-style-type: none"> ➢ Somalia: distribution for first month and needs assessment completed ➢ Somalia: IL76 planes flying NGO food not able to land; replaced by smaller aircraft ➢ Maldives: new MOU for increased beneficiaries (42,000) based on VAM studies
15-28/02/05	<ul style="list-style-type: none"> ➢ Continued discussion on medevac/casovac procedures; Dr. Arena of FAO/WFP on the ground to look at medevac procedures ➢ C130 planes: WFP clarifies that User Group should define needs and not technical aspects (i.e. choice of plane) for the UNHAS operation ➢ Resourcing issue: status of the programming of \$50 million American Red Cross contribution discussed as reported risk not to receive second 	<ul style="list-style-type: none"> ➢ Peace talks between the Government of Indonesia and Free Aceh Movement (GAM) – second round ➢ Security incident in Pang; food distribution delayed by two days ➢ Government requesting WFP to assume full responsibility for feeding of IDPs in Aceh and North Sumatra ➢ Umbrella agreement signed with Indonesian Red Cross (PMI) and Government ➢ TNT handover of trucking to WFP 	<ul style="list-style-type: none"> ➢ Demonstrations of people who have not yet received food ➢ Markets functioning; bumper rice harvest expected; some (NGO, donors) concern about too much food aid; local procurement made difficult by lack of a national grain board, however; CO proposing experimental cash instead of food for work activities ➢ Pilot cash programme agreed 	<ul style="list-style-type: none"> ➢ India: Tsunami-related biscuits distributions completed: 130,000 beneficiaries + distribution of 50 tons of WFP biscuits by UNICEF in Andaman/Nicobar Islands ➢ Somalia: Second round of distributions is in process ➢ Myanmar: Food-for-work activities started; 10,000 beneficiaries; local rice



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<p>15-28/02/05 continued</p>	<p>tranche if the first is not spent quickly > Donor consultation takes place in Rome. > Discussion with DFID on extended use of UNHAS helicopters after March > ED of American Red Cross pleased with utilization of the first tranche of US\$25 million and expresses wish to support 3-month extension of ARC staff member on loan to WFP Indonesia (who started in January) > Security: request that Indonesia and Sri Lanka Country Offices forward minutes from the SMT meetings</p>	<p>> Decision to go forward with FAO/WFP CFSA mission > Ban on rice imports: waiver extensions requested by the Country Office on a shipment-by-shipment basis > Bulog rice: agreement reached on the modality of payment of the first rice purchase in Indonesia; final draft of agreement reviewed > Some Temporary Living Centers ("baraka") lacking water and sanitation facilities</p>	<p>with strong monitoring > Medevac procedures reviewed: concern about lack of anti-venom kits and PEP kits available; trauma kits distributed; training organized > Seeking use of two Italian aircraft for an additional month > Concern noted by CD on the number of high level missions and visitors coming to Sri Lanka, sometimes impeding priority operational work, due to demands on staff time</p>	<p>procurement being undertaken.</p>
<p>March 2005</p>				
<p>1-15/03/05</p>	<p>> Discussion over cash distributions ongoing in the WFP Task Force meetings > Interest of several agencies to establish a UN Emergency Response System for Asia > Sitrep frequency reduced from three to two times a week and Task Force to twice per week</p>	<p>> Security incidents reported in Calang > Storms: floods in warehouses > Department of Immigration announces tighter visa procedures by end March. > Beneficiary caseload being reached is reduced due to mobility of displaced persons, but is expected to reach over 590,000 by the end of the month > UNJLC lessons learned meeting is held in Bangkok over two days > Government of Indonesia's Rehabilitation and Reconstruction Framework released on 10 March</p>	<p>> Security incidents in east still grounded by Ministry of Defence > UNHAS helicopter still grounded by Ministry of Defence > WFP looking into procuring rice locally > WFP & GoSL attempting to screen out people receiving benefits from multiple relief schemes > Staffing concerns, given the forthcoming end of TDY assignments and subsequent gaps > Need for a TDY donor relations person to backstop high-level missions and visitors to Sri Lanka</p>	<p>> Somalia: second round of general food distributions completed: 328 tons for 30,000 beneficiaries; Final tsunami Inter-Agency Assessment report released; looking into possibility with partners of starting targeted aid; 20-25% fishermen have not yet resumed their activities</p>



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<p>16-31/03/05</p>	<ul style="list-style-type: none"> ➢ SG's Deputy Special Envoy for tsunami reconstruction visiting the region ➢ Large charity concert in Malaysia raises several million dollars ➢ Budget revisions underway for EMOP extension ➢ WFP task force foresees that future (2006 onwards) recovery activities in Sri Lanka and Indonesia will be implemented within the context of the longer-running country-specific PRROs in each country 	<ul style="list-style-type: none"> ➢ Bailey bridges issue still to be decided upon ➢ Visas for aid workers extended ➢ 28/03: Important earthquake in Nias area: 340 deaths, large structural damage & approx. 200,000 people in need of emergency assistance 	<ul style="list-style-type: none"> ➢ Introduction of cash in lieu of rice concept to government, which proposes to use vouchers 	
<p>April 2005</p>				
<p>1-15/04/05</p>	<ul style="list-style-type: none"> ➢ Agreement to add a 10% contingency to the revised budget to be shared between Sri Lanka and Indonesia ➢ Concern expressed internally over prolonged general food distributions: continued monitoring and reassessment of planning figures agreed upon ➢ Special Operation for air operations extended to match EMOP timing 	<ul style="list-style-type: none"> ➢ Nias area: joint UN NGO inter-agency assessment mission underway; 920 tons of food delivered, warehouses secured and 22 staff members deployed ➢ Good coordination on the ground in Nias between UNHAS, UNJLC and WFP ➢ Concerns of looting; market prices returning to normal ➢ IP identified to carry out distributions ➢ "Action contre la faim" phasing out of general distributions in Aceh; local IPs to take over ➢ School feeding program in preparation ➢ One month buffer stock established ➢ Overall beneficiary caseload.: 720,000 	<ul style="list-style-type: none"> ➢ Security incidents on-going ➢ Caseload leveled up to 910,000 beneficiaries for two months ➢ Plan to phase out from general distributions and to concentrate on targeted aid by August/September; FFW put into question – preference for cash for work?; School feeding pilot on-going ➢ GoSL exploring reduction of general distribution beneficiary numbers. 	<ul style="list-style-type: none"> ➢ Somalia: operation extended until the end of 2005, with caseload to be reduced by a third, from 30,000 to 20,000 from July ➢ Myanmar: Phasing out by end June confirmed



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<p>16-30/04/05</p>	<ul style="list-style-type: none"> ➢ WFP donors' consultation on tsunami takes place ➢ SG in Jakarta ➢ Japanese prime minister visiting Indonesia 	<ul style="list-style-type: none"> ➢ Aircraft/helicopter fuel farm to be set-up ➢ TNT staff deployed to help air/port ops. ➢ Appraisal of School feeding feasibility ➢ Appraisal of MCH feasibility to respond to high malnutrition levels (Utara) ➢ Custom clearance delays: hiring of private company to accelerate process? ➢ Increase of UNHAS air service from Meulaboh-Calang 	<ul style="list-style-type: none"> ➢ Insecurity reported in Batticaloa district ➢ Heavy rains hampering access and worsening IDPs' situation in camps ➢ Monitoring streamlined ➢ Expansion of WFP-UNICEF coordination on food-for-education ➢ Difficulties in clearing some items from customs 	<ul style="list-style-type: none"> ➢ Maldives: second distribution cycle starting with 40,296 beneficiaries foreseen; GoM requesting extension of food assistance throughout the year; ODB investigating and assessment underway
<p>May 2005</p>				
<p>1-15/05/05</p>		<ul style="list-style-type: none"> ➢ Food distributed to approximately 436,900 and 527,000 beneficiaries in February and March respectively ➢ Total May requirement for general food distribution is 12,300 tons, for an estimated caseload of 814,000 beneficiaries in Aceh and North Sumatra; ➢ Emergency Food Needs Assessment confirms 67,600 people (or 86% of total population) are in need of food aid for another two months in Simeulue ➢ Heavy rains continue to damage roads ➢ School Feeding: 3 sub-districts & up to 155,800 primary school children covered in May, with 300 tons of fortified biscuits ➢ MCH: start on pilot basis planned for mid-May for 6,500 children and 3,800 women ➢ New IPs identified: seven distributing ➢ RTE team on the ground 	<ul style="list-style-type: none"> ➢ Assessment mission underway to appraise future needs ➢ Meeting with GoSL on reconstruction and next phase issues ➢ WFP concerned regarding lack of reporting from GoSL on actual food distributed ➢ Nevertheless, general food distributions are extended until 15 July 2005; GFD to be replaced by VGF ➢ Deadline for food coupons use set at May 15 to avoid food being distributed retroactively ➢ Evidence of food commodity infestation in some warehouses: WFP requesting fumigation by GoSL 	<ul style="list-style-type: none"> ➢ Myanmar: evaluation of the international response during the emergency phase in Myanmar being coordinated by Office of the UNRC, to include lessons learned and recommendations on three key sectors: 1) Disaster Preparedness; 2) Information Management; and 3) Response Coordination. ➢ Maldives: assessment survey underway



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<p>16-31/05/05</p>	<ul style="list-style-type: none"> ➢ UN special envoy Clinton makes second visit to Indonesia, Sri Lanka and the Maldives 	<ul style="list-style-type: none"> ➢ Nias area: earthquakes continuing; joint GoI-NGO-UN meeting to discuss future assistance ➢ Government – GAM peace talks continue into their fourth round ➢ GoI to lift emergency civil law which has been imposed on Aceh until now ➢ Planned caseload for May adjusted to 772,000 ➢ School feeding: 156,000 children assisted along with teachers in nine districts ➢ Decision made to gradually replace helicopters with fixed-wing aircraft for cost-efficiency purposes. ➢ Enhancement of storage capacities to store buffer stock ➢ Heavy storms damaging port rubbhalls ➢ Lamno sub office handing over warehouse to main Implementing Partner (IP) 	<ul style="list-style-type: none"> ➢ Security alerts issued for Trincomalee area ➢ Food distributions temporarily stopped for data reconciliation ➢ Capacity building: WFP donation of motorbikes & IT material to MRRR ➢ RTE team on the ground ➢ CSB consignment not distributed due to manufacturer warning of over-fortification ➢ Estimated 896,000 relief cards containing 10-week coupons distributed to 11 districts for June-July distribution ➢ Local procurement to refund PRRO food loans ➢ Recovery approaches discussed by WFP and GoSL representatives 	<ul style="list-style-type: none"> ➢ Maldives: Hosting OCHA lesson learnt workshop; WFP agreed to extend its presence through to the end of 2005; May distribution cycle: 40,296 beneficiaries assisted; delays in food distribution due to bad weather; monitoring finds that food is diluted due to blanket distribution by local chiefs. ➢ Myanmar: 10,000 FFW beneficiaries for road, water pond, bridges construction ➢ Somalia: migration of entire villages due to loss of livelihoods; food distributions are partly from PRRO stocks
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June 2005				
1-15/06/05	<ul style="list-style-type: none"> ➢ Walk The World: ➢ In Sri Lanka, children who have received WFP meals in schools travel to Colombo for the event, which aims to raise Rupees 1 million. 600 people participate ➢ In Jakarta, a joint TNT/ WFP press conference to promote Walk the World on 7 June receives a good turnout. 	<ul style="list-style-type: none"> ➢ Nias: Phasing out by end of month: 10 rubhalls available by then ➢ New Deputy Country Director arrives in Jakarta. 	<ul style="list-style-type: none"> ➢ General food distributions now expected to continue until mid-August, based on some 900,000 beneficiaries 	<ul style="list-style-type: none"> ➢ Maldives: discussing way forward in VGF (planned for 25,000 beneficiaries); budget revision needed to allow procurement of food: Government agrees to lend rice, sugar and flour ➢ Somalia: fifth round of distributions started on 14 May delayed with heavy rains; 311 tons distributed to 26 villages, out of planned total of 418 tons to 39 villages
16-30/06/05		<ul style="list-style-type: none"> ➢ CO gearing up for the 6 months commemoration of the Tsunami ➢ GoI coordination meeting in Banda Aceh stresses emergency phase not over ➢ WFP decision to extend operations in Nias until the end of July in order to determine the possibility of continued WFP food assistance through the end of the year & discussing post-GFD activities and related mode of operation ➢ Handing over of DFID Bailey bridges to BRR for use in Aceh and Nias ➢ CO establishing a mechanism to ensure better coordination and information sharing on pipeline issues ➢ Meeting with PMI to review partnership & discuss potential further collaboration ➢ Two stress counselors have been hired for one year to assist UN staff working on the 	<ul style="list-style-type: none"> ➢ Insecurity is continuing in the north and east ➢ Meeting by end of June with key counterpart MRRR with objective to present future activities to all implementing partners & to develop a common understanding on implementation methodology + joint work plan ➢ WFP is proposing to reduce the total number of planned beneficiaries under GFD ➢ Preparation for VGF expected to start in September ➢ ECHO mission to examine WFP utilization of its contributions to the EMOP 	<ul style="list-style-type: none"> ➢ Myanmar: preparations are being made with partners for the termination of tsunami assistance on 30 June ➢ Maldives: start of June distribution cycle



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16/06/05 to 30/06/05 continued		tsunami emergency operation ➤ Beneficiary number for GFD stands at 743,000 in 18 districts in Aceh and Nias ➤ Supplementary feeding to some 560 pregnant women and 3,200 children started where pilot was implemented		
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GoI: Government of Indonesia
GoSL: Government of Sri Lanka
NA: Needs Assessment
VGF: Vulnerable Group Feeding
PMI: Indonesian Red Cross
MRRR: Ministry of Relief Recovery and Rehabilitation (Sri Lanka)
BRR: Ministry's Agency for Recovery and Rehabilitation (Sri Lanka)

Footnote: This timeline was prepared by Aurelie Larmoyer, Junior Professional Officer in the WFP Office of Evaluation (OEDE).



Annex-H

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