

## Information Note of IR-EMOP Project Document

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### IMMEDIATE RESPONSE EMERGENCY OPERATION BANGLADESH REF. NUMBER 200896 FOOD ASSISTANCE TO FLOOD- AFFECTED PEOPLE IN SOUTH-EAST BANGLADESH PROJECT DOCUMENT

#### PART 1: INFORMATION NOTE

##### NATURE OF EMERGENCY:

**Location:** South-eastern Bangladesh (districts of Cox's Bazar and Bandarban)

**Cause:** Landslides and flooding following two consecutive periods of heavy rainfalls including cyclonic storm "Komen"

Above-normal rainfalls, unprecedented since 1965, were experienced in the South-eastern districts of Cox's Bazar, Bandarban and Chittagong in Bangladesh during the period from 23 June to 2 August 2015. Two periods of consecutive heavy rainfalls hit the area. The first period of heavy rains started on 23 June and fell over the course of 4-5 days, causing landslides and flooding, severely affecting more than 1,8 million people as per the JNA (*Joint Needs Assessment – Flash Floods in Cox's Bazar, Bandarban and Chittagong Districts, June – July 2015, HCTT*). In the wake of this episode, a second period of heavy rainfalls took place for several days beginning in late July and aggravated into the cyclonic storm "Komen" on 29 July. During June and July 2015, the highest rainfall in 50 years was recorded in the flood affected areas. More than 1330 mm of rainfall for June and 2710 mm of rainfall for July was recorded in Lama upazila of Bandarban district of the Chittagong Hill Tracts, with similar above-normal levels recorded in neighbouring flood-affected areas (Bangladesh Flood Forecasting and Warning Centre). These rains saturated already waterlogged areas, hampered recovery plans to the first period of heavy rains and may have negative impacts on acute malnutrition among children under the age of five. As agriculture is an important source of livelihood and employment in the affected area, there are also potential implications for livelihoods with destruction of food crops, decline in food production and distress sales of cattle. The assessment of the total number of households affected by the cyclonic storm is still to be completed but there is indication of a significant overlap of areas and households affected by both rains.

Since the 2<sup>nd</sup> August rainfall levels have declined significantly in the south-eastern

districts. As a result, river levels are now on a downward trend. With no further above-normal rainfall forecast for the next seven days it is hoped that rivers will return to near-normal levels and that the floodwater that has accumulated at many locations in the south-east since mid-June 2015 will continue to recede. However, given the uncertainty around the El Nino and Indian Ocean Dipole (IOD) effects in 2015, longer-term forecasts are insufficient.

The monsoon season normally runs from June to September, indicating that further rains and landslides in affected areas can be expected. The coastal areas of Cox's Bazar are also exposed to cyclones and storms; the next cyclone season is in October – November. In addition, the upcoming cold season will most likely begin in December with worrying implications for families who have lost their homes and do not have sufficient resources to rebuild, especially those in the mountainous areas of Bandarban.

**Effects:** Loss of property; disruption of livelihoods; displacement; food insecurity, risk of nutritional deterioration

Following reports of a deteriorating humanitarian situation, the Humanitarian Coordination Task Team (HCTT), co-led by the Government and the UN Resident Coordinator's Office, triggered a Phase 2 Joint Needs Assessment (JNA) on 29<sup>th</sup> June. Data was collected from 6<sup>th</sup> to 9<sup>th</sup> July at 27 purposively selected sites in nine upazilas (sub-district level) in the districts of Cox's Bazar, Bandarban and Chittagong. Data collection was carried out in a coordinated manner by a number of humanitarian agencies – including WFP as the FSC co-lead and FSC Cox's Bazar District Focal Point. The findings were circulated among HCTT and cluster members in the end of July.

The information gathered by the JNA in all three districts shows that, prior to the impact from cyclonic storm Komen in late July and early August, the majority of people surveyed had problems in affording food and basic commodities, thus a chronic problem, and were forced to rely on negative coping strategies including eating fewer meals per day, borrowing money at high interest to purchase food. Both rains aggravated this issues. Following the rainfalls, although none of the community groups reported 'markets not functioning' they identified poor or no physical access (inundated roads) to markets, unavailability of food commodities (in some of the markets) and increase in price as main reasons behind having problems in accessing food items. The completed Rapid Market Assessment (*Food Security Cluster, July 2015*) confirmed that sampled markets had good linkages with local and regional supply nodes; all markets became fully accessible and replenished their stock immediately after the flood water receded; and were easily accessible on foot by the residents in the catchment area. In terms of livelihoods, large losses were reported across all community groups (*Joint Needs Assessment – Flash Floods in Cox's Bazar, Bandarban and Chittagong Districts, June – July 2015, HCTT*).

The highly unusual additional impact of a slow-moving cyclonic storm in late July served to perpetuate as well as exaggerate these effects for many households. The number of people remaining displaced after the heavy rainfalls is still unclear. There are strong indications that many displaced families are staying temporarily along the roadside or have gone to stay with relatives rather than to a designated evacuation

site.

**Total numbers affected and in need of emergency food aid and cash transfers:**

The JNA reports that in Cox's Bazar district, an estimated 60 to 90 percent of residents have been affected by the damage caused by the rainfalls. In this district alone, a total of 214,926 households – equivalent to 1,222,637 individuals – were affected. In the 29 upazilas classified as affected by the Department of Disaster Management (DDM) an estimated total of 1.8 million people have been impacted. Following the first period of heavy rains, the Strategic Response Plan recommended a total of 38,701 of the most vulnerable households to be assisted (*Strategic Response Plan Bangladesh – South-Eastern Flood, July 2015, Food Security, Early Recovery and Shelter Clusters*). For the second period of heavy rains, assessments are still on-going. The number of affected households is certainly to increase, however, there is indication that there are overlaps of areas and households that were affected by the first and second period of heavy rains.

**Immediate response:**

In response to the first period of heavy rains, focussing on the worst affected sub-districts and unions (where WFP already has a strong operational presence), WFP distributed between 30 June and 2 July micronutrient fortified biscuits to the 30,000 most vulnerable households that were identified as displaced, or having sustained serious damage to homes and meeting vulnerability criteria. These distributions took place in 12 unions in Cox's Bazar Sadar, Pekua, Ramu, Chakaria upazilas, as well as to 300 vulnerable households in Lama upazila of Bandarban district of the Chittagong Hill Tracts (CHT). A total of 113.6 MT were distributed in the form of a three-day ration.

In the wake of cyclonic storm Komen, WFP is responding to 33,500 of the most vulnerable households in Cox's Bazar Sadar, Teknaf, Maheshkhali, Pekua, Ramu and Chakaria upazilas, with a three-day ration of micronutrient fortified biscuits. Therefore, many of these households have received two rounds of distributions due to two different periods of heavy rainfalls and storms.

**Follow-up response:**

In accordance with the priority need and as jointly decided in the HCTT on 3 August 2015, WFP's follow-up response will contribute to restoring food security in affected households. Based on estimations by the Joint Needs Assessment (JNA) (*Joint Needs Assessment – Flash Floods in Cox's Bazar, Bandarban and Chittagong Districts, June – July 2015, HCTT*) and as concluded in the Strategic Response Plan (*Strategic Response Plan Bangladesh – South-Eastern Flood, July 2015, Food Security, Early Recovery and Shelter Clusters*) a total targeted caseload of 38,700 severely affected households have been identified. Among these households the NGO consortia will respond to the majority of households, while WFP will assist the remaining ones, amounting to 7,735 households. WFP will provide unconditional cash transfers to 7,000 households under this IR EMOP for a 3-month period, in order to stabilize food consumption in the lead-up to the implementation of the early recovery response. The response will be implemented in two rounds. WFP anticipates to mobilize the remaining resources through its Country Programme in Bangladesh.

**WFP IR EMOP:**

Justification for an immediate response, expected impact:

1. Following reports of a deteriorating humanitarian situation, it is clear both from the Joint Needs Assessment (JNA) (*Joint Needs Assessment – Flash Floods in Cox’s Bazar, Bandarban and Chittagong Districts, June – July 2015, HCTT*) on 29<sup>th</sup> June, and the Strategic Response Plan (*Strategic Response Plan Bangladesh – South-Eastern Flood, July 2015, Food Security, Early Recovery and Shelter Clusters*) that there is an urgent need for humanitarian assistance to be provided, especially food. This is confirmed by the preliminary situational analysis conducted by the FSC, following the second flood wave and by direct observations of the WFP Cox’s Bazar sub-office staff who are based in the south-east.
2. South-eastern Bangladesh experienced heavy rainfalls in the period from 23 June to 2 August due to unprecedented record rainfalls and a cyclonic storm, which caught people unprepared, being outside of the two normal cyclone periods. The reports and assessments confirm that it resulted in food insecurity including aggravated difficulties in affording food and basic commodities, loss of property, disruption of livelihoods and displacement. The Government of Bangladesh has responded to the severely affected districts but relief support has not been sufficient. The area affected is known to be a particularly vulnerable part of the country with hard-to-reach areas and a large proportion of populations classified as extreme poor (*Poverty maps of Bangladesh, 2010, WFP, BBS and World Bank*).
3. Cox’s Bazar is unique as a district in that 300-500,000 unregistered refugee seekers live within host communities, and face a myriad of protection risks and vulnerabilities. They are not able to access government services, and have contributed to a surplus in the labour market and stress on natural resources in a district which already performs poorly against nearly all socio-economic indicators. Cox’s Bazar is already considered to be at “crisis” levels of food insecurity, with poverty rates of poor and extreme poor at 52% and 33% respectively, and a GAM rate of 20% compared to national average of 16% (*Analysis of Poverty and Food Insecurity Dynamics in Cox’s Bazar, Bangladesh, and their Implications for Women and Adolescent Girls, WFP and DRI, 2015*). Poor literacy, a conservative society, and high proneness to natural disasters contribute to the challenging situation.
4. Those families who have been displaced by flood waters onto higher ground, many along the roadsides, have neither adequate food stocks nor the means to prepare food, require sealed/ready-to-use food, such as fortified biscuits. This will contribute to bridging the initial period after the rain, in which the families are unable to cook, until they are able to return to their homes. In some areas the water is receding and if no further rain falls, some families will be able to return to their homes within a couple of days. Others will be displaced for a prolonged period of time as water levels in some areas are still high.

5. Meanwhile, the poorest of those families who are still stranded or have been unable to return home and set up cooking facilities require assistance for at least a further three months. This, in order to stabilize their food consumption. In accordance with the standards as agreed by the Food Security, Shelter and Early Recovery Clusters in the “*Strategic Response Plan – Bangladesh South-Eastern Flooding*” (July 2015), this assistance will be unconditional in nature, so as to enable the households to also focus on other critical priorities, including repairing damage to their property and rebuilding their livelihoods. Cash is the preferred transfer modality, based on previous experience from Bangladesh which has demonstrated that markets bounce back very quickly in affected areas once the floodwaters have receded (“*Contingency Plan for Flooding, Bangladesh*”, Food Security Cluster, August 2014). The completed Rapid Market Assessment (Food Security Cluster, July 2015) confirmed that sampled markets had good linkages with local and regional supply nodes; all markets became fully accessible and replenished their stock immediately after the flood water receded; and were easily accessible on foot by the residents in the catchment area.
6. Aggravated nutritional status, in particular with regards to the prevalence of acute undernutrition in infants and young children under five years of age, is anticipated following the two periods of heavy rainfalls. With a current level of GAM rate of 20% compared to national average of 16%, deterioration is expected if food assistance is not received. The nutrition situation will need to be closely monitored.

**Duration of assistance (maximum three months):**

7. Three months, from 1 August to 31 October 2015 as per the duration of assistance.

**Number of beneficiaries and location:**

8. Fortified biscuits were provided to a total of 30,000 households – an estimated 150,000 people – in 12 unions in Cox's Bazar Sadar, Pekua, Ramu, Chakaria upazilas, and 300 vulnerable households – an estimated 1,500 people – in Lama upazila of Bandarban/Chittagong Hill Tracts (CHT), on 30 June - 2 July. In the wake of the cyclonic storm, WFP is responding to 33,500 of the most vulnerable households in Cox's Bazar Sadar, Teknaf, Maheshkhali, Pekua, Ramu and Chakaria upazilas, with three-day rations of micronutrient fortified biscuits. Therefore, the majority of these households have received two rounds of distributions.
9. In addition, unconditional cash transfers will be provided to 7,000 ultra-poor households in the most severely affected sub-districts and unions of Cox's Bazar and Bandarban/CHT for three months. Priority will be given to geographical pockets of need where a follow-up response is not being provided by other humanitarian agencies. The exact same areas will therefore not be targeted as for the biscuit distribution. A significant overlap of households receiving fortified biscuits and cash transfers is nonetheless anticipated since many of the areas remain the same. The cash transfers

(BDT3000/month) will be provided to a nominated woman member of the household since women are responsible for household food preparation and men often are absent, trying to earn income. This decision is based on previous implementation and M&E findings of cash interventions in Bangladesh.

10. The total number of beneficiaries will be 185,000 from 37,000 households (note: beneficiary calculation was estimated based on the overlapping of beneficiaries of food and cash).

**Food basket composition and ration levels:**

11. Households who are receiving fortified biscuits are being provided with a one-off ration of 3.75 kilograms per household, which is sufficient to meet their basic calorie and micronutrient needs for a 3-day period. Households who are receiving cash transfers receive a BDT 3,000 transfer per month for three months as per the recommendation of the *Contingency Plan for Floods* by the Food Security Cluster. The BDT 3000 cash transfer covers 88% of the average household food basket in terms of kilocalories per person per day (*Contingency Plan for Floods, Food Security Cluster*). Food prices will be monitored.

**Total food aid requirements (mt):**

12. WFP requires 240mt of micronutrient fortified biscuits.
13. WFP requires USD 1.5 million including associated costs.

**Mode of implementation:**

14. To date, WFP has been working in close collaboration with local administration and government at the district, sub-district and union level in all affected areas.
15. WFP is also working with a number of cooperating partners who – as local non-governmental organizations – already have a deep field presence and strong relationships with local government and communities in affected areas. The cash transfers will be implemented using mobile phone service operators with disbursement mechanisms already in place in the area.
16. At the national level, the proposed action will be supervised by international and national staff who are based permanently in the WFP country office in Dhaka. The operational aspects of the response will be supervised by the Head of the Cox's Bazar Sub-office, who reports to the Deputy Country Director, and in August 2015 to the Country Director.
17. WFP will continue to work through the Food Security Cluster mechanism – of which it is co-chair (along with FAO) – to ensure that there is no duplication of efforts between humanitarian actors and also to ensure that no humanitarian needs are overlooked.

18. A beneficiary complaints mechanism, a hotline, is being established, to ensure that feedback can be channelled directly to WFP from beneficiaries and non-beneficiaries of the project. The mechanism has been designed in such a manner as to be rolled out in emergency situations and to ensure that all complaints are logged and are systematically dealt with in a timely and decisive manner.

**PART 2: EMOP BUDGET**

<b>Cost Components</b>			<b>USD</b>
<b>Food Tool</b>	<b>MT</b>	<b>Rate/mt</b>	
<i>HEB</i>	240	1200	288,000
			0
			0
			0
			0
			0
			0
<b>Total Food Transfers</b>		1200	<b>288,000</b>
<b>External Transport</b>			<b>0</b>
<b>LTSH</b>			<b>10,533</b>
<b>ODOC Food</b>			<b>13,520</b>
<i>The ODOC includes the cost for Field Level Agreement.</i>			
<b>Total Food DOC</b>			<b>312,053</b>
<b>Cash and Voucher Tool</b>		<b>% of Trfs</b>	
<b>Total Cash and Vouchers Transfers</b>			<b>809,753</b>
<b>C&amp;V Related costs</b>			<b>\$ 81,000</b>
<i>Describe C&amp;V Related costs here.</i>			
<b>Total C&amp;V DOC</b>			<b>\$ 890,753</b>
<b>Capacity Development &amp; Augmentation Tool</b>			
<i>Describe CD&amp;A costs here.</i>			
<b>Total CD&amp;A DOC</b>			<b>\$</b>
<b>Total Direct Operating Costs (DOC)</b>			<b>\$1,202,806</b>
<b>Direct Support Cost (DSC)</b>			<b>\$199,063</b>
<i>WFP Country Office has prepared the emergency roster for rapid deployment during the emergency. Based on that plan is made to charge a portion of the salary travel cost and recurring cost.</i>			
<b>Total WFP direct project costs</b>			<b>\$ 1,401,869</b>
<b>Indirect Support Costs (ISC)</b>	7%		<b>98,131</b>
<b>TOTAL WFP COSTS</b>			<b>1,500,000</b>

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**PART 3: EMOP APPROVAL**

1) IRA funding is available to cover EMOP budget

Chief, RMBB: [Name & Signature], Date: --/--/----

2) EMOP is approved

Country Director, [Country]: [Name & Signature], Date: --/--/----

or

Regional Director, OD@: [Name & Signature], Date: --/--/----

or

Director of Emergencies: [Name & Signature], Date: --/--/----

## Annex 1 – Budget Summary

Cost Components	Number of Beneficiaries <sup>1/</sup>			Value (US\$)	% of DOC	% of Total Project Costs
<b>Food Tool</b>	185,000	Tonnage (mt)	Rate per mt			
Cereals		-	\$0.00	\$0	% of Food DOC	
Pulses		-	\$0.00	\$0		
Oil and Fats		-	\$0.00	\$0		
Mixed and Blended Food		240	\$1,200.00	\$288,000		
Other		-	\$0.00	\$0		
<b>Total Food Transfers</b>		240	\$1,200.00	<b>\$288,000</b>	92%	
<b>External Transport</b>			\$0.00	<b>\$0</b>	0%	
<b>LTSH</b>			\$43.89	<b>\$10,533</b>	3%	
<b>ODOC Food</b>			\$56.33	<b>\$13,520</b>	4%	
<b>Total Food Tool DOC</b>			<b>\$1,300.22</b>	<b>\$312,053</b>		21%
<b>% of overall Food distribution costs (DSC and ISC included) over Total project costs</b>						<b>26%</b>
	Number of Beneficiaries <sup>1/</sup>					
<b>Cash and Voucher Tool</b>	35,000		% of C&V Transfer	Value (US\$)	% of C&V DOC	
Cash Transfers				\$809,753	% of C&V DOC	
Voucher Transfers				\$0		
<b>Total Cash and Vouchers Transfers</b>				<b>\$809,753</b>	91%	
<b>C&amp;V Related costs</b>			10%	<b>\$81,000</b>	9%	
C&V Delivery			4%	\$30,000	3%	
C&V Other			6%	\$51,000	6%	
<b>Total C&amp;V Tool DOC</b>				<b>\$890,753</b>		59%
<b>% of overall C&amp;V transfer costs (DSC and ISC included) over Total project costs</b>						<b>74%</b>
<b>Capacity Development &amp; Augmentation Tool</b>				Value (US\$)		
<b>Total Capacity Development &amp; Augmentation Tool costs</b>				<b>\$0</b>		0%
<b>% of overall Capacity Development &amp; Augmentation costs (DSC and ISC included) over Total project costs</b>						<b>0%</b>
	Number of Beneficiaries <sup>1/</sup>					
<b>Total Costs</b>	185,000			Value (US\$)	DSC as % DOC	
Total Direct Operating Costs (DOC)				<b>\$1,202,806</b>		
<b>Direct Support Cost (DSC)</b>				<b>\$199,063</b>	17%	13%
Total WFP direct project costs (US\$)				<b>\$1,401,869</b>		
<b>Indirect Support Costs (ISC) 7%</b>				<b>\$98,131</b>	7%	
<b>TOTAL WFP COSTS</b>				<b>\$1,500,000</b>	100%	100%