

# **TSUNAMI EMERGENCY FOOD SECURITY ASSESSMENTS**

## **Overview of Preliminary Findings**



World Food Programme  
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*Full Reports Are Available on the WFP Website ([www.wfp.org](http://www.wfp.org))  
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## INTRODUCTION

In response to the death, widespread displacement and massive devastation caused by the tsunami that struck on 26 December 2004, UNDAC missions were fielded and local investigations were conducted by the country teams, government officials and NGOs to identify the needs for relief assistance. Estimates on the number of displaced people, the number of affected population and the death toll were used to develop an initial planning figure of up to two million people requiring food aid in 5 countries for six months. This figure, based on the limited information collected under extremely difficult circumstances and with only limited access to the areas affected, was agreed with government officials as the basis for the regional EMOP.

This was followed up within ten days by Emergency Food Security Assessment (EFSA) missions to refine and update the numbers of people requiring food aid. The missions to Indonesia, Sri Lanka, the Maldives, Myanmar and Somalia conducted field visits to the most affected areas to gather information on livelihoods, nutrition, the role of markets in enabling access to food, the need for special feeding programmes to prevent declines in nutritional status, and the possible longer-term role of food assistance in the recovery and rehabilitation stage.

### *Key Partners and Linkages*

The EFSA missions benefited greatly from collaboration with a number of government ministries, United Nations agencies and NGO partners, and with other WFP units, including the country office staff:

- Key partners included CARE, CRS, FAO, Helen Keller International, Mercy Corps, IFRC, ILO, Oxfam-UK, Sri Lanka Medical Research Institute, SCF-UK, UNDP, UNICEF, WHO and World Vision;
- Senior staff from Nutrition Service (Policy, Strategy and Programme Support Division -PDP) conducted rapid nutrition surveys in Indonesia and Sri Lanka and contributed to building interagency nutrition surveillance systems; and
- A market analysis was conducted in Sri Lanka by a staff member of PDP.

In particular, the work of the assessment teams was facilitated by Vulnerability Analysis and Mapping (VAM) capacities:

- pre-crisis baseline data and analysis on the location and extent of food insecurity was an essential input to the emergency assessment missions; and
- VAM staff provided substantial support, ranging from participating in or leading the mission to providing assistance in data collection, processing and analysis.

A summary of the approaches used and the preliminary findings of the assessment missions is provided below.

## INDONESIA

| <i>Assessment Team</i>  | <i>EFSA Timeline</i> | <i>CO Contacts</i> |
|---|----------------------|--------------------|
| WFP-led EFSA: Nicole Steyer (leader), Mark Gordon, Silvia Kaufman<br>Nutrition: Patrick Webb<br>Key partners: CARE, CRS, the Helen Keller International, Mercy Corps, SCF-UK and World Vision | 4-30 January         | Rasmus Egdal       |

### *Approach*

Purposive sampling was used to determine the areas to conduct household interviews, considering (a) distance from the coast (within one km, between 2 and 10 km and between 10 and 20 km), (b) rural versus urban livelihoods and (c) breakdown of rural livelihoods into 5 types of land cover/farming system, for a total of 6 livelihood groups. In all, 17 sites were visited, 3 per livelihood group (villages, IDP camps and urban wards) over a three-week period.

### *EFSA Report Findings*

Beneficiaries: An estimated 700,000 are homeless, either living in camp-like locations or with host families, and a further 90,000 are not homeless but face major disruption to their livelihoods and access to income and markets. The extensive loss of livelihoods of these people will significantly reduce their ability to meet immediate food and non-food consumption needs. The nutritional status of many households is also of concern, with a high wasting level of 12.7% in selected camps, and a reported deterioration of household diet. Approximately 20% consume fewer than 3 meals a day, 65% consume no legumes; and over 40% have no added fats/oils. This calls for attention to food quality as well as quantity (e.g. by micronutrient fortified foods in the ration).

These widespread needs require the provision of a full food basket with attention to special nutrient needs; the period of assistance varies by beneficiary category. The revised planning figures and timelines are:

- 450,000 IDPs living in camps or semi-permanent sites in Aceh Province or the Northern Sumatra: for an initial period of 3 months as many of them will actually return to their villages. Those remaining in the sites will receive rations for additional 3 months while access to livelihoods or sources of income will be assessed;
- 250,000 IDPs living with host families: a 3-month ration;
- 60,000 directly affected people who lost their livelihoods: a 3-month ration; and
- 30,000 persons living in inland west coast villages who lack access to income and markets: a 3-month ration. These beneficiaries will possibly be phased out afterwards if access is reestablished.

A return package (3-month ration) may be required for IDPs who return to their place of origin, in collaboration with other partners who provide appropriate non-food inputs. These planning figures are subject to revision based on follow-up monitoring and assessments.

Planned Activities: The majority of the assistance in the short term would be for relief rations or vulnerable group feeding. Support to institutional feeding (child-care centres and hospitals) and emergency school feeding (provision of mid-morning snacks) will also be considered. Further assessments and feasibility reviews are required to determine the specific nature and role of food-supported activities within the multi-sectoral reconstruction strategy.

*Other Assessment Missions*

- A WHO-led interagency rapid health assessment mission was conducted for one week in mid January.
- A pilot UNICEF, WFP and CDC nutrition assessment is underway and a full nutrition and mortality survey is planned to start in early February to develop a baseline for targeting vulnerable group feeding activities. This will be complemented by nutrition surveys from the Hellen Keller International, ACF and SCF and line ministries.

**SRI LANKA**

| <i>Assessment Team</i>  | <i>EFSA Timeline</i> | <i>CO Contacts</i> |
|---|----------------------|--------------------|
| WFP-led EFSA: Anette Haller (leader), Romina Woldemariam, Amara Sathrasinghe<br>Nutrition: Tina Van Der Briel<br>Markets: Sonali Wickrema<br>Key partners: ILO, Medical Research Institute and UNICEF | 7-28 January         | Jean-Yves Lequime  |

*Approach*

Pre-crisis, secondary data on food insecurity was used to identify priority locations within the tsunami affected areas for food assistance. The 56 affected divisions were divided into four quadrants using high or low food insecurity risk and high or low tsunami damage. This was complemented by primary data from interviews in over 1,800 households in 8 of the 12 most affected districts. These districts were selected to represent the south western part of the country, the eastern conflict zone and the northern LTTE controlled area and were home to 86% of all affected people. Results from a market analysis and a rapid nutrition survey by the Medical Research Institute (with UNICEF and WFP) have also been analysed and have been incorporated.

*EFSA Report Findings*

Beneficiaries: The poor have been disproportionately affected through loss of lives and livelihoods. Most of the affected people (ca. 75%) are estimated to be near or below the official poverty line, and consume less than 1,800 kcal/day, on average. Surveys indicate that diets have deteriorated and the intake of essential nutrients is low. Malnutrition is also a concern (e.g. national pre-crisis wasting levels were already 14%, suggesting higher levels in the affected areas which would call for

blanket supplementary feeding). Beneficiary numbers vary over time according to different relief and recovery phases (see below).

Market issues:

- Markets have only been marginally affected. However, due to drought in 2004, rice production dropped by 20% and food prices are high. Although imports of both rice and wheat increased, the level of rice imports only covered half the production shortfall, and wheat imports were inadequate, leading to continued high prices of rice and wheat.
- Disincentive effects of the envisaged quantities of targeted food aid on trade or general prices levels are not likely at either the macro or micro level.
- “Food access” rather than market availability is the main constraint for affected households. The appropriate mix between cash and food for work-based interventions will require specific analysis, bearing in mind the potential efficiency gains of cash programmes and the targeting advantages and nutritional impact of food operations.

Planned Activities: General food distributions providing immediate relief are required for approximately 845,000 people in the 56 affected divisions in January and February, as identified by the Ministry of Relief, Rehabilitation and Reconciliation (RRR). This figure would be reduced to 650,000 in March, assuming that a certain proportion of people who are either less poor or suffered less asset loss can more quickly reestablish their livelihoods (e.g. service, retail trade and tourism sectors). Beginning in April, relief assistance would be phased over to recovery programmes that seek to restore human assets and rebuild communities in the most food-insecure or damaged areas, while retaining coverage for vulnerable groups. Assistance would be provided as follows:

- Vulnerable group feeding for households with a high dependency ratio who are unable to sustain themselves (e.g. disabled, elderly, orphans) or headed by women;
- Comprehensive mother and child nutrition (MCN) programmes covering all under-fives and pregnant and lactating women in areas of high food insecurity once general rations are no longer distributed;
- In these same areas school feeding covering all students in grade 1-9 as an additional safety net;
- In areas of low food insecurity, but high damage, blanket supplementary feeding for children under 10 and for pregnant and lactating women (approx. 20% of the population) as a safety net only during the short term recovery phase until August; and
- Food/cash-for-work (FFW/CFW) schemes in areas where infrastructure damage has been high; food-for-training activities targeting women will also be considered.

From September through December, all activities except school feeding, MCN and some FFW (for a total of 270,000 beneficiaries) would be phased out.

*Other Assessment Missions*

Assessment visits have been undertaken by the World Bank, including to the North East. NGOs such as SCF/UK conducted rapid assessments in mid January.

## THE MALDIVES

| <i>Assessment Team</i>  | <i>EFSA Timeline</i> | <i>CO Contacts</i> |
|---|----------------------|--------------------|
| WFP-led EFSA: Scott Ronchini (leader), Allan Kute<br>Key partners: CARE, FASHAN, Oxfam-UK, SHE, UNDP and the Government | 4-30 January         | Janne Suvanto      |

### *Approach*

The emergency food security assessment was based on the analysis of livelihood types by island (e.g. fishing, agriculture, or tourism), people’s sources of income and how they have been affected by the disaster. The 199 islands (the capital Male’ was excluded) were grouped into four categories according to the extent of displacement, structural damage, and flooding; Category 1 islands were the worst affected (more than half the population was displaced) and Category 4 islands the least affected.

### *EFSA Report Findings*

Beneficiaries: Following extensive food distributions by the Government in January (including some Male’ residents) in February food was distributed to 36,000 people identified by the Ministry of Planning. For the subsequent months the EFSA identified a lower number of people requiring continued food aid, including some beneficiaries not currently covered by the Government.

The EFSA report recommends providing relief food assistance to about 29,000 IDPs or people whose livelihoods are affected, to permit them to rebuild their assets or reestablish their livelihoods. These beneficiaries include:

- All 12,000 residents of 13 “Category 1” islands where major displacement occurred, irrespective of economic activity.
- Households that have little scope for producing income in the short term in 105 “Category 2” and “Category 3” islands which suffered substantial flooding and/or structural damage. These highly vulnerable households include those that are unemployed or do not receive remittances, that rely on fishing or agricultural production and have lost productive assets (seeds, tools, arable land, boats, fish-processing equipment), and small skilled artisans whose equipment has been lost or damaged.

Planned Activities: The report found that cash-based employment is anticipated to be available on most islands through the Government, the private sector, and national and international NGOs. Food assistance is recommended in the short term for vulnerable people to act as a safety net during the time required to establish and implement these programmes.

Targeted food aid would be planned for the period through April; the timeline for phasing out could be revisited in the absence or delay of cash employment schemes. Any remaining stocks will be used by the Government to continue feeding IDPs and vulnerable groups, as required.

## MYANMAR

| <i>Assessment Team</i>   | <i>EFSA Timeline</i> | <i>CO Contacts</i> |
|--|----------------------|--------------------|
| WFP-led EFSA: Pushpa Acharya<br>Key partners: ADRA, FAO, IFRC, UNDP, UNICEF, UNFPA, WHO and World Vision | 10-25 January        | Bhim Udas          |

### *Approach*

Assessments were conducted in all affected regions (three divisions/states; four townships) by various agencies and NGOs. A Joint UN Needs Assessment mission (involving WFP, FAO, UNDP, UNICEF, UNFPA and WHO, with the assistance of ADRA) conducted field visits to the delta region of Ayeyarwaddy division. The joint assessment was based on a district level questionnaire and community level focus group discussions covering food security, water and sanitation, and health issues. WFP drafted the interagency report using inputs from other partners (e.g. World Vision, CARE, UNICEF and UNDP).

### *Interagency Report Findings*

The report summarizes information from all partner's assessments, with a focus on Labutta township in Ayeyarwaddy division.

Beneficiaries: Relief food was already distributed in January by various NGOs (World Vision, Red Cross) to over 6,000 people affected by displacement or destruction/loss of homes or fishing gear. WFP assistance, from February onwards, would focus on the most vulnerable groups, i.e. fishing families (8,000 beneficiaries) in the Ayeyarwaddy division whose fishing equipment was damaged. Another 7,000 poor families in Ayeyarwaddy and Tanintharyi Divisions could benefit from longer-term livelihood support, including access to clean water and improved disaster mitigation structures.

Planned Activities: Relief food assistance was recommended until fishing families regain their income-earning capacity. Food-for-work is recommended to support reconstruction/rehabilitation of damaged community infrastructure (village ponds, dykes, roads, houses, etc.). The assistance should be provided for a period of six months maximum.

## SOMALIA

| <i>Assessment Team</i>         | <i>EFSA Timeline</i> | <i>CO Contacts</i> |
|--------------------------------|----------------------|--------------------|
| CO staff – no external mission | N/A                  | Leo vander Velden  |

### *Approach*

Assessment teams have visited the most affected area which is a stretch of some 650 km along the Somali Indian Ocean coastline from Hafun southwards to the Gara'ad area. The area north of Hafun to the tip of the Horn of Africa, along about 200 km of Indian Ocean coastline, has also been assessed separately.

### *Assessment Findings*

**Beneficiaries:** Between Hafun and Gara'ad area some 30,000 people have been affected by the tsunami, mainly fishermen and related traders and service providers; also the livelihood of a few salt-panners and coastal sheep and goat herders have been affected. Some 5,000 people are displaced. Fishermen reported loss of boats (an estimated 300 in total along the coast between Hafun and Gara'ad), damaged boats, widespread damage or loss of fishing gear, an apparent decrease of fish in the old fishing grounds and sometimes psychological trauma as well. About 80% of the fishermen are still idle one month after the tsunami struck.

The fishing season is from mid-October to the end of April. The present fishing season is over in 2 - 3 months and the majority of the fishermen require assistance to bridge at least the period until the start of the next fishing season in October. A number of seasonal fishermen went back to their original occupation as pastoralists. Since many fishermen borrowed funds from traders at the outset of the fishing season, indebtedness is a great problem.

The areas north of Hafun to Alula district are only slightly affected by the tsunami, but houses and shelters have recently been destroyed by the flash floods and mudslides which followed heavy rains in October - November 2004, after a severe drought which lasted for four years.

**Planned Activities:** In Hafun district and southwards to the Gara'ad area, relief rations will be provided to some 30,000 tsunami victims. North of Hafun district the settlements and villages will continue receiving food aid under the existing PRRO through FFW activities to rebuild their destroyed houses and shelters.

### *Other Assessment Missions*

WFP participated in the OCHA-assisted interagency recovery assessment between Hafun and Gara'ad, which took place 28 January through 9 February 2005.