

Myanmar Emergency Operation (EMOP) 10749.0

Food Assistance to Cyclone- Affected Populations in Myanmar

Duration:	6 months (12 May 2008 - 11 November 2008)
Number of beneficiaries:	750,000
WFP food tonnage:	65,615 mt
WFP food cost:	US\$41,921,100
Total cost to WFP:	US\$69,504,086

EXECUTIVE SUMMARY

Cyclone Nargis struck the Myanmar coast (initially crossing the Ayerawaddy Delta area) with winds of up to 200 km per hour on the 2nd and 3rd of May 2008, causing widespread destruction and loss of life.

In a meeting with international aid agencies and the diplomatic community on 5 May, government ministers unofficially put the death toll at higher than 10,000. Assessment figures now envisage a number which could exceed 100,000 people.

The cyclone severely affected five divisions: Ayeyarwadi, Bago, Mon, Kayin and Yangon, which have a total population estimated at over 22.5 million people. It is estimated that more than 1.5 million people have been severely affected by Nargis and of these, 750,000 people are in need of immediate food assistance. Many families lost their food stocks and livestock. The loss of crops, shrimp farms, fishing ponds, nursery hatcheries, fishing boats and other productive assets has led to increased unemployment of the extreme poor who depend on wage labour for their livelihood. These numbers are expected to rise further as assessment teams gain access to the most affected areas.

Assessment access has been an extremely limiting factor in preparing a comprehensive response. However, in-country assessment teams have been collecting data which confirms that the magnitude of the disaster in terms of human suffering is of a very significant scale. Consequently, the rationale for this emergency operation (EMOP) is predicated on a rolling approach: as additional assessment information is obtained and analyzed, this EMOP will be updated as part of this process through budget revisions. The initial number of beneficiaries is presently estimated at 750,000. This figure is very likely to change once more comprehensive field and needs assessments can be carried out.

The main objectives of this EMOP are to:

- save and sustain lives; and
- restore livelihoods and community infrastructures in the affected areas through recovery and rehabilitation activities.

The Government of the Union of Myanmar has called on the international community to provide assistance. In response to the humanitarian emergency in Myanmar caused by Cyclone Nargis, a Flash Appeal was launched by the United Nations on 9 May. In the meantime, the first WFP food delivery and distribution for the affected population took place on 6 May and an Immediate Response Emergency Operation (IR-EMOP) of US\$500,000 for an estimated beneficiary caseload of 40,000 has been approved. Additionally, WFP took responsibility to lead the Logistics, Telecommunications and Food Assistance Clusters.

The EMOP is in line with WFP Strategic Objective 1, “save lives in crisis situations”; and Strategic Objective 2, “protect livelihoods in crisis situations and enhance resilience to shocks”. It supports the United Nations Development Assistance Framework (UNDAF) outcome on Social Protection and Disaster risk reduction and contributes towards the Millennium Development Goal (MDG) 1, “eradicate hunger and poverty”.

SITUATION ANALYSIS AND SCENARIO(S)

The overall context

1. With wind speeds recorded at up to 200 kph, Cyclone Nargis struck Myanmar on 2 and 3 May 2008, sweeping through the Ayeyarwady (Irrawaddy) delta region and the country’s largest city, Yangon. Damage was most severe in the delta region, where the effects of extreme winds were compounded by a sizable storm surge. Yangon sustained a direct hit, which downed power and communications lines, and inflicted major damage to buildings. Many roads into and out of the city, as well as vital roads into the delta region, are blocked by flooding or debris. The cyclone severely affected five divisions: Ayeyarwadi, Bago, Mon, Kayin and Yangon, which have a total population estimated at over 22.5 million people.
2. The figures for those killed, missing, or affected remain difficult to determine definitively. Assessment figures regarding deaths now envisage a number which could exceed 100,000 people.
3. What is certain is that hundreds of thousands of people have been left homeless in the countryside while Yangon was devastated by the storm. Efforts to carry out a comprehensive assessment continue to be hindered by the lack of communications and blocked roads. Overflights of the Ayeyarwady region reported widespread and nearly total destruction of fields and shelters, and confirmed the presence of thousands of corpses.
4. The Ayeyarwady Division, which bore the brunt of the storm, is a remote but heavily-populated area. The Division covers 13,566 square miles, with a population of over 7.1 million, making it the most populous of Myanmar’s states and divisions. The average population density per square mile is 466 persons. Known as the country’s granary, Ayeyarwady is heavily forested (mostly mangroves), with wood products constituting an important component of the economy. The principal crop is rice, with

maize, sesame, groundnut, sunflower, beans, pulses, and jute also planted. The area also has an extensive fishery industry along its coast. The region also suffered damage as a result of the Indian Ocean Tsunami in 2004.

5. Once one of the largest rice exporters in Asia, Myanmar currently faces difficulties in providing adequate food to poor and vulnerable families. Despite being a food-surplus country, one-third of children remain malnourished, one-fifth are born underweight and the maternal mortality rate of 230 per 10,000 live births¹: evidence of the harsh living conditions experienced by the population. High chronic malnutrition rates indicate a worsening of the food security situation due to insufficient nutritious food, poor access to health facilities, inadequate water and sanitation facilities, poor maternal and child care and limited livelihood opportunities. In the 2007/08 United Nations Development Programme (UNDP) Human Development index ranking, Myanmar is placed 132nd out of 177 countries worldwide.
6. The 2003 multiple-indicator cluster survey (MICS) survey for Myanmar² showed that 32 percent of the children under 5 were underweight and stunted nation-wide. Myanmar has been identified as one of the Asian countries most affected by rising food prices and is currently affected by a significant increase in inflation.
7. The country office will follow a two-pronged approach to assessments. Firstly, ad hoc rolling assessments started immediately after the cyclone and will continue when and where access to affected areas is possible. Secondly, the country office will prepare with government and partner agencies for a more comprehensive Emergency Food Security Assessment (EFSA). This EFSA is contingent on government permission and will be done in concert with relevant government authorities, sister United Nations agencies and partner non-governmental organizations (NGOs) and will pay special attention to market, food and nutrition dynamics of the affected population. It will also be used to inform the transition to recovery and may serve as a baseline for longer-term food security and nutrition interventions.
8. The seriousness of the situation prompted a Flash Appeal that was launched by the United Nations on 9 May. WFP actively contributed to the Flash Appeal.

FOOD SECURITY AND NUTRITION SITUATION

9. The livelihood activities of the severely affected people include agriculture, shrimp farming, fishing, livestock rearing, tree plantation and petty trade. Most families lost their food stocks and livestock. The severely-affected areas have two harvests: the main one in October-November and the smaller one (up to 20 percent of the annual harvest) in April-May. Indications are that Cyclone Nargis has resulted in significant losses with respect to the April-May harvest: while the crop of this season was largely harvested before the cyclone hit the region, the Food and Agriculture Organization (FAO) expects that the rice already harvested for household consumption was damaged by the storm surge. FAO will assist the Government in assessing damage to the rural livelihoods and fishing, rice and livestock sectors.

¹ United Nations Strategic Framework 2005

² Ministry of Health/UNICEF survey indicated 31.8% (under-weight) and 32.2% (stunting)

10. Physical access to food markets has been disrupted in the worst-affected areas. The loss of assets and destruction of communication networks have resulted in the non-functioning of a majority of rural markets and limited supply of basic goods and services, leading to increasingly high prices of food commodities. The damage to croplands, shrimp farms, fishing ponds, and tree nurseries has increased unemployment for the extreme poor who depend on wage labour for their livelihood.
11. Fish and shrimp consumption, important items in the Myanmar diet, is expected to decline due to destruction of boats and nets and damage to fish ponds and shrimp farms.
12. The coping mechanisms of the severely-affected people include migration to other divisions in search of employment opportunities, distress sale of assets, reduction in food consumption, sharing of shelter, loans and borrowings.

Scenarios

13. WFP assistance will be focussed through emergency food distributions in the affected districts. The objective is to meet the immediate food needs of the cyclone victims to ensure adequate consumption. The EMOP is foreseen for 6 months as the next harvest comes in October-November: there are expected to be employment opportunities in rural areas and also rice will be more available in urban markets. In order to promote early recovery, WFP may undertake food-for-work and cash-for-work activities where appropriate to rehabilitate community assets and shelter units. Relief activities will be implemented in partnership with pre-qualified NGO partners. Preference will be given to vulnerable female-headed households in food distribution. Therapeutic feeding of severely-malnourished children and supplementary feeding of malnourished children under 5 and pregnant women will be undertaken by other partners such as United Nations Children's Fund (UNICEF) and Save the Children. The same partners will also provide micronutrient supplements to the same target groups.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

(a) Policies, capacities and actions of the government

14. Myanmar, which has been under military rule for over 40 years, has also been subject to selective economic sanctions since July 2003 which has had a negative impact on overall foreign assistance.³ This has basically limited foreign aid to only humanitarian assistance in response to short-term crises with very limited space for longer-term development approaches.
15. The specific environment within which other stakeholders (both bilateral and multilateral) operate in Myanmar is subject to limitations both 'within' the country from local authorities as well as from external exile groups. These affect the level of capacity building at the local level for sustainable development.
16. The Government of the Union of Myanmar welcomes international humanitarian assistance and declared a 'State of Emergency' for those parts of the country that were

³ In 2005, Official Development Assistance (ODA) per capita for Myanmar: US\$2.8; Cambodia: US\$38; Laos US\$49; Vietnam: US\$33.

most affected by Cyclone Nargis. The Myanmar army has deployed a number of helicopters and boats for delivery of essential items to the affected people

17. In addition to the government response, other national and international humanitarian partners are providing assistance to the affected populations.

(b) Policies, capacities and actions of other major actors

18. International relief efforts began almost immediately after the storm hit. UNICEF deployed five assessment teams (to Yangon, Patheingyi and Bago), whilst the Myanmar Red Cross Society (MRCS) sent out five teams (to Yangon, Ayeyarwady, Bago East, Bago West, Mon and Kayah) and the International Federation of Red Cross and Red Crescent Societies (IFRC) in Yangon assessed damage in the city. IFRC is supporting the Myanmar Red Cross in distributing relief supplies such as clean drinking water, plastic sheeting, clothing, insecticide-treated bed nets to help prevent malaria, and kitchen items. WFP has carried out preliminary assessments in 5 townships using a total of 3 assessment teams. FAO has mounted a damage and needs assessment in Myanmar's fishing sector and will also analyse soil salinity and review damage to irrigation and capacity to drain agricultural lands.
19. Regionally, the Secretary-General of the Association of South East Asian Nations (ASEAN) has called on member states to provide urgent relief assistance. ASEAN focal points have been told to be on high alert and the Secretariat has proposed activation of the ASEAN Standby Arrangement and Standard Operating Procedures (SASOP) disaster response mechanism. United Nations Disaster Assessment and Coordination (UNDAC) team members are being deployed. A range of materials has been provided bilaterally by countries throughout the world.

(c) Coordination

20. In coordination with the United Nations Country Team (UNCT), the United Nations issued a Flash Appeal to meet the needs of the affected. This appeal seeks to help international partners support the Government of Myanmar's objective to address the needs of 1.5 million people affected by the cyclone for a period of six months.
21. The cluster system has been activated and WFP leads the Food, Emergency Telecommunications, and Logistics clusters at the country level.

OBJECTIVES OF WFP ASSISTANCE

22. The main objectives of this EMOP are to:
 - save and sustain lives (WFP Strategic Objective 1, "save lives in crisis situations");
 - restore livelihoods and rural community infrastructures in the affected areas through recovery and rehabilitation activities (WFP Strategic Objective 2 "protect livelihoods in crisis situations and enhance resilience to shocks").

BENEFICIARIES AND TARGETING

23. It is estimated that more than 1.5 million people were affected by Cyclone Nargis. At this stage, WFP estimates that 750,000 are in urgent need of emergency food distributions. The distributions will be effected according to accessibility to the beneficiaries and availability of food commodities in-country.

Table 1: Food requirements for beneficiaries

Name of Townships	Beneficiaries
Labutta	136,000
Bogalay	154,000
Mawlamyaing Gyun	60,000
Yangon	240,000
Phyar Pon	82,000
Kyeik Lat	78,000
Total	750,000

Commodities	Tonnage
Rice (mt)	48,600
Pulses (mt)	12,150
Oil (mt)	3,645
Salt (mt)	608

Table 2: Biscuit and Ready-To-Eat Meal requirement (mt) for selected beneficiaries

High-energy biscuits	567
Ready-To-Eat Meals	45

24. Beneficiaries will include marginal farmers, agricultural labourers, small-scale fishermen, shrimp cultivators and the urban poor who were affected by Cyclone Nargis in the most affected townships/divisions. Where feasible, food for work and cash for work will be actively considered (with a budget revision where necessary).

NUTRITIONAL CONSIDERATIONS AND RATIONS

25. In line with WFP policies and guidelines for meeting nutritional requirements in emergencies, the relief food basket will comprise a daily ration of 400 grams rice, 100 grams pulses, 30 grams of vegetable oil, and 5 grams of iodized salt. Overall, the relief ration will provide approximately 2,100 k/cal per person per day.

Table 3: Food Basket by Intervention Type:

Relief Food Basket: (g/person/day)				
Intervention	Rice	Pulses	Vegetable Oil	Iodized Salt
Relief assistance through general food distribution (GFD)	400	100	30	5

Intervention	Ready-To-Eat Meals (RTEM)	High-energy biscuits (HEB)
Selected nutrition programme	1 kg/person/day ⁴	450 g/person/day ⁵

26. The WFP relief food basket translates into a monthly family ration (5 members in a family) of 60 kg of rice, 15 kg of pulses, 4.5 kg of vegetable oil, 0.75 kg iodized salt.
27. In addition to the relief basket, 45 mt of culturally-appropriate Ready-To-Eat Meals are planned for the initial period in order to provide beneficiaries who have lost homes and cooking facilities with food that does not require preparation, until such time as they are able to obtain basic shelter and cooking facilities. 567 mt of high-energy biscuits will be selectively distributed to vulnerable children and beneficiaries at-risk nutritionally, including field hospitals and temporary orphanages, especially during the initial stages of the response. Supplementary and therapeutic feeding of malnourished children under 5 and pregnant and lactating women, as well as micronutrient supplements will be provided by UNICEF and Save the Children.

IMPLEMENTATION ARRANGEMENTS

28. WFP has extensive experience in providing life saving and recovery assistance in Myanmar through activities such as general food distribution, food for work, and nutritional interventions.
29. WFP food aid monitors will be based in the severely-affected divisions/townships to closely monitor distribution. The country office and WFP staff deployed from other countries on a temporary basis will provide additional technical assistance in nutrition, vulnerability analysis and mapping (VAM), information and communication technology (ICT) and logistics. Three field offices shall be established in the Delta divisions.

⁴ Where Ready-to-Eat Meals (RTEM) and High Energy Biscuits (HEB) are eaten together, the recommended daily ration is 1 kg RTEM and 250 grams HEB.

⁵ Same as footnote 4 above.

30. WFP will partner with United Nations agencies such as UNICEF, UNDP, FAO and also with international⁶ and local⁷ NGOs. The distribution plans will be shared with the Ministry for the Progress of Border Areas and Development Affairs so as to ensure appropriate coordination. These plans will also be shared with national and international humanitarian development partners including the United Nations agencies and shared widely with the Myanmar Information Management Unit, a function that WFP supports both administratively as well as technically.
31. Local officials and NGOs will select beneficiaries in the severely-affected divisions/townships and WFP staff will closely monitor the process.
32. Beneficiary families with no able-bodied members capable of participating in the food-for-work/cash-for-work schemes will receive the standard food assistance ration through special targeting and distribution mechanisms.
33. One of the underlying problems of food access is related to insufficient household purchasing power, due to limited agricultural wage labour opportunities traditionally relied upon by food-insecure households. Cash for work will be considered when markets become more functional and the availability of food supplies improves. Control measures in line with WFP cash programming directives will be activated and separate authorization will be sought.
34. Basic and simple infrastructure works, such as repair of rural roads, land rehabilitation, bund/canal building, shelter repair and repair of flood embankments, will require limited construction materials such as small quantities of gabion wires and cement to strengthen durability.⁸
35. In response to the humanitarian emergency caused by Cyclone Nargis, WFP took responsibility to lead the Logistics, Telecommunications and Food clusters. A Special Operation (SO) "Logistics Augmentation and Coordination in Support of the Humanitarian Community in Myanmar", covering Logistics and Telecommunications, will be issued in parallel with this EMOP.

LOGISTICS ARRANGEMENTS:

36. In the critical first phase of the emergency, it is of utmost importance that humanitarian assistance reaches the affected areas in the most immediate manner. Strategic airlifts will be necessary to bring in life-saving relief items that are urgently required.
37. The affected area is mainly situated along the coast, and most of the existing port infrastructure has been severely damaged or washed away by the cyclone. As a consequence of the damage to inland infrastructure, road accessibility is extremely limited, leaving entire populations completely cut off.

⁶ Examples may include: ACF, ADRA, AMDA, AHRN Asia Harm Reduction Network, Bridge Asia Japan, CARE, German Agro Action, GRET, Malteser, MSF-Holland, Population Services International, OISCA, World Concern and World Vision.

⁷ Examples may include: Metta Foundation, Renewable Energy Association of Myanmar (REAM), Karuna Myanmar Social Services (KMSS).

⁸ Included in the budget plan under the other direct operational costs (ODOC).

38. The WFP Special Operation will include, on behalf of the humanitarian community, approximately 50 strategic airlifts out of the United Nations Humanitarian Response Depots (UNHRD) and other regional hubs. Bangkok will be established as the main staging area, where cargo will be consolidated and prioritized. Handling equipment will be required due to the lack of such equipment in the identified staging areas.
39. A considerable amount of cargo is expected to be brought in by sea but damage to port infrastructure impedes the direct supply to entry ports. Therefore, WFP will contract cargo vessels to transport commodities for the humanitarian community from the nearest safe ports to landing crafts operating along the southern coast of the country. Furthermore, smaller boats will be deployed to ensure access to the flooded areas and facilitate the dispatch of relief items.
40. There will be a need for temporary storage and for suitable working conditions for humanitarian staff. The Special Operation provides for the set-up of five, fully-equipped, Minimum Operating Security Standards (MOSS)-compliant operation centres and forwarding hubs that will include office and accommodation space, as well as temporary storage facilities available for all humanitarian actors. Whereas Yangon will be the main hub, the exact location of the additional four is subject to assessments of the terrain to determine suitability. The Special Operation also provides for the deployment of forty light vehicles to support the operation.
41. The food basket for this EMOP will be a combination of commodities procured locally and some international purchase. Commodities procured locally will be transported by road on a delivery duty unpaid (DDU) basis to determined WFP warehouses; and by commercial transport to cooperating partners at designated locations in the areas of Labutta, Pathein and Yangon.
42. Suitable warehousing (using mobile storage units where no permanent facilities are available) will be located in defined logistics hubs (in Yangon, Pathein and Labutta, Mawlamyinegyun and Bogalay) and adequate logistics staff will be deployed to ensure implementation, tracking and monitoring of the operation.
43. To cater for the above external and internal logistics requirements, both external transport and land transport storage and handling (LTSH) costs are budgeted in this EMOP. Food suppliers, where possible, will deliver commodities directly to designated locations, at which point, cooperating partners will take over the responsibility for storage, handling and further delivery and distribution of the commodities.

PROCUREMENT PLANS

44. In order to expedite the timely delivery and distribution of food (and working in an environment in which currently there is a lack of market information), WFP will borrow rice from the ongoing WFP protracted relief and recovery operation (PRRO) stocks with rapid repayment arrangements. Where possible, WFP will procure commodities from local suppliers subject to stock availability, competitive prices and cash resources as per standard corporate guidelines. Advantages of local purchase include cost savings in transportation, timely delivery in close proximity to delivery and distribution sites and support for the local economy. WFP will closely monitor the local market and commodity prices in order to avoid the risk of distorting market

prices. However, since no major production from harvests is expected until October/November, it is foreseen that food commodities will need to be imported. Regional procurement will also be undertaken when advantageous from a cost, time and/or market perspective. HEB and RTEM will be imported.

45. Support equipment such as temporary warehousing, pallets, speedboats, vehicles and telecommunications equipment will be shipped from the UNHRD system and the Asia Emergency Response Facility in Cambodia.

PERFORMANCE MONITORING

46. A logical framework has been prepared for the EMOP to manage for results (see Annex). A monitoring system will be put in place for data collection and analysis. Weekly situation reports on planned and actual distribution will be submitted by the NGOs to the country office. Monthly reports will contain data on the number of beneficiaries (disaggregated by gender), the quantity of food distributed and the outcome indicators in the logframe.

HANDOVER STRATEGY

47. The EMOP is planned to be phased-out by the next harvest season in November 2008. Preparation for the main rice planting season starts in June with the onset of the monsoon rains. It is crucially important to mobilize appropriate rice seeds and other farm inputs to resume agricultural productivity in the affected area. As mentioned previously, in areas where opportunities exist, food-for-work activities will be initiated, linking up with non-food inputs from cooperating partners such as FAO, UNDP and NGOs. Village communities will take over the assets created within this EMOP and will be responsible for the maintenance of the communal assets created.

SECURITY CONSIDERATIONS

48. United Nations security phase 1⁹ currently exists in Myanmar and the cyclone-affected areas are accessible only by boat and helicopters. The United Nations Department of Safety and Security (UNDSS) security officer in Myanmar will assist WFP on security-related matters for the emergency operation. The new Field Offices will be MOSS-compliant.

⁹The United Nations employs five specific security phases to describe those security measures to be implemented based on the prevailing security conditions in a given country or in parts of a country: phase 1 is “precautionary”; phase 2 is “restricted movement”; phase 3 is “relocation”; phase 4 is “programme suspension”; and phase 5 is “evacuation”.

RECOMMENDATION

49. The Executive Director and Director-General of FAO are requested to approve the proposed Myanmar Emergency Operation 10749.0

APPROVAL

.....

Josette Sheeran
Executive Director

Date:

.....

Jacques Diouf
Director-General of FAO

Date:... ..

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost (US\$) per mt	Value (US\$)
COSTS			
A. Direct operational costs			
Cereals (Rice)	48,600	524	25,466,400
Pulses	12,150	788	9,574,200
Vegetable oil	3,645	1,600	5,832,000
Salt	608	200	121,500
HEB	567	1,500	850,500
RTEM	45	1,700	76,500
Total commodities	65,615		41,921,100
External transport			6,446,825
Landside transport			5,249,160
ITSH			
Total LTSH			5,249,160
Other direct operational costs			4,353,777
Total direct operational costs			57,970,862
B. Direct support costs (see Annex IB table below for details)			6,986,228
C. Indirect support costs (7 percent of total direct costs)			4,546,996
TOTAL WFP COSTS			69,504,086

ANNEX IB

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	2,147,715
National professional officers	63,250
National general service staff	362,000
Temporary assistance	174,000
Overtime	
Staff duty travel	500,000
Staff training and development	
Subtotal	3,246,965
Office expenses and other recurrent costs	
Rental of facility	
Utilities (general)	294,424
Office supplies	480,000
Communication and IT services	410,000
Insurance	
Equipment repair and maintenance	180,000
Vehicle maintenance and running cost	648,000
Other office expenses	300,000
United Nations Organizations Services	150,000
Subtotal	2,462,424
Equipment and other fixed costs	
Furniture, tools and equipment	362,295
Vehicles	94,544
TC/IT equipment	820,000
Subtotal	1,276,839
TOTAL DIRECT SUPPORT COSTS	6,986,228