
LIMITED EMERGENCY OPERATION COMOROS

Limited Emergency Operation Comoros	
Number of beneficiaries	185,000
Duration	8 May 2019 – 7 November 2019
Cost to WFP	USD 9,146,164
Gender and age marker code	N/A*

* Temporarily not applicable given WFP's lack of presence in the country, but will be reviewed with the aim to better integrate gender and age considerations based on the operational context.



EXECUTIVE SUMMARY

The Union of the Comoros has been impacted by Cyclone Kenneth. On 24 April, the category 3 cyclone passed close to the northern area of Comoros, resulting in severe damage to local infrastructure and livelihoods. It is estimated that between 200,000 to 300,000 people in the Grande Comore were exposed to winds of more than 120 km/h, including the capital Moroni and almost all cities in the northern part of the island. The situation calls for immediate humanitarian and food assistance for affected populations, as indicated by an official request from the Government of the Union of the Comoros to all diplomatic missions and the United Nations system on 29 April 2019.

This Limited Emergency Operation will focus on two main strategic outcomes: 1) crisis-affected populations are able to meet their basic food and nutrition needs in times of crisis; and 2) humanitarian and development partners have access to technical support for emergency response. Strategic Outcome 1 (SO1) will provide immediate unconditional food assistance to crisis-affected populations to ensure their basic needs, including food and nutrition, are met. Strategic Outcome 2 (SO2) will provide technical assistance to national disaster management agencies and local partners to strengthen emergency preparedness and response capacity including logistics coordination, supply chain management and food security analysis.

HUMANITARIAN SITUATION

EMERGENCY CONTEXT

1. Cyclone Kenneth made landfall on 25 April, impacting the Union of the Comoros, north-eastern Mozambique, and south-eastern Tanzania. The category 3 cyclone passed a few kilometres north of the main island, Grande Comore, resulting in heavy rainfall and extensive damage. Preliminary assessments by the Government and UNCT, under the coordination of the Directorate General of Civil Security suggest that Grande Comore and Anjouan – two of the biggest islands – have been impacted, with an estimated 390,000 affected. In addition, over 12,000 people are estimated to have been displaced and over 11,400 homes to have been completely or partially destroyed. Rapid needs assessments currently underway by the Government, WFP and FAO will provide more accurate data on the structural damage, crop and livestock losses and the food and nutrition security situation.

FOOD SECURITY AND NUTRITION NEEDS

2. While results of on-going rapid needs assessments are required to better comprehend the magnitude of food and nutrition insecurity in Comoros, pre-crisis data¹ suggest that vulnerable populations who chronically experience difficulty in accessing food are likely to be further impacted by the tropical cyclone.
3. Comoros is a largely food-deficit island country which imports about 40 percent of its requirements, including the main staple, which is rice.² Limited income and relatively high food prices represent a significant obstacle in maintaining an adequate diet (29.3 percent of

¹ Centre for Relief Operations and Civil Protection (COSEP) rapid assessment.

² FAO Country Profile: Comoros. <http://www.fao.org/3/ax422e/AX422E.pdf>



women between 15 and 49 years old suffered from anaemia in 2016).³ Moreover, the prevailing dual system of producing “food crops” for home consumption alongside “cash crops” destined for sale offers vulnerable populations limited resilience to increasingly devastating climate events.

HUMANITARIAN NEEDS, PLANS AND COORDINATION MECHANISMS

4. In coordination with the Resident Coordinator Office (RCO), United Nations Office for the Coordination of Humanitarian Affairs (OCHA), other UN agencies and IFRC (Comoros Red Crescent), WFP is supporting national disaster management authorities to finalize rapid assessments and strengthen their logistics coordination and response capacity. Given the infrastructure in the country, WFP, together with government and partners, will conduct a logistics capacity assessment to determine the logistical bottlenecks and impediments affecting disaster management agencies and local partners.

WFP EMERGENCY RESPONSE

DIRECTION, FOCUS AND INTENDED IMPACTS

➤ *Right objective*

5. WFP’s Limited Emergency Operation will initially be implemented for a period of six months through:
 - Strategic Outcome 1 (SO1) for the first three months, which is aligned to WFP Strategic Result 1 and focuses on safeguarding the access to food of crisis-affected populations.
 - Strategic Outcome 2 (SO2), which is aligned to WFP Strategic Result 5, focuses on providing technical assistance to national disaster management agencies and local partners to strengthen emergency preparedness and response capacity, including logistics coordination, supply chain management and food security analysis.

STRATEGIC OUTCOMES, FOCUS AREAS, EXPECTED OUTPUTS AND KEY ACTIVITIES

STRATEGIC OUTCOME 1: CRISIS-AFFECTED POPULATIONS ARE ABLE TO MEET THEIR BASIC FOOD AND NUTRITION NEEDS IN THE AFTERMATH OF CYCLONE KENNETH

➤ *Outcome description*

6. WFP will provide emergency unconditional and in-kind food assistance to an estimated 185,000 people for three months to support their access to food and meet their immediate basic food requirements (Strategic Result 1).

➤ *Focus Area*

7. Crisis Response

➤ *Expected output*

8. This strategic outcome will be accomplished through the following output: *affected populations receive in-kind food assistance in order to meet basic food needs.*

³ FAO Stat, 2016. <http://www.fao.org/faostat/en/#data/FS>



➤ ***Key activity***

Activity 1: Provide emergency food assistance through in-kind transfers to shock affected populations.

9. WFP's immediate relief efforts will focus on providing emergency assistance to targeted affected populations to cover their basic food needs. WFP will work with national disaster management authorities and local partners to identify and address the needs of the most vulnerable households, taking into account pre-crisis vulnerabilities and the impact of the shock. Where possible, design criteria will consider gender and age analysis to account for disparities between women, men, boys and girls in terms of nutrition and food security.

STRATEGIC OUTCOME 2: HUMANITARIAN AND DEVELOPMENT PARTNERS HAVE ACCESS TO TECHNICAL SUPPORT FOR EMERGENCY RESPONSE

➤ ***Outcome description***

10. WFP will provide technical assistance to national disaster management agencies, including the Ministry of Interior (Centre for Relief Operations and Civil Protection – COSEP) and the Ministry of Agriculture, Fisheries, Environment, Territory and Urban Planning, as well as to local partners to strengthen emergency preparedness and response capacity. This will include logistics coordination, supply chain management and food security analysis (Strategic Result 5).

➤ ***Focus Area***

11. Crisis response

➤ ***Expected output***

12. This strategic outcome will be accomplished through the following output: *affected populations benefit from technical advice and coordinated support to national disaster management agencies and local partners to receive timely life-saving food assistance.*

➤ ***Key activity***

Activity 2: Provide technical assistance to national disaster management agencies and local partners to strengthen emergency preparedness and response capacity including logistics coordination, supply chain management and food security analysis.

13. WFP will augment the national logistics response capacity by strengthening the existing government-led coordination and support mechanisms through additional logistics expertise. A logistics capacity assessment, conducted jointly with partners, will be among the deliverables.

14. WFP will also strengthen the capacity of disaster management agencies and local partners to conduct food security analysis, deliver food assistance, and conduct market assessments to support the design of potential CBT interventions.

➤ ***Transition and exit strategies:***

15. In close coordination with partners, WFP will assess and monitor the needs and gaps in government emergency preparedness and response capacity to determine the appropriate length of WFP support. Should there be no need for WFP support beyond the six months of this Limited Emergency Operation, WFP will work with COSEP, the Ministry of Agriculture, Fisheries, Environment, Territory and Urban Planning and local partners to



develop and implement an appropriate transition plan. This plan will address supply chain needs for continuity in operations, activities required to maintain response capacity, and steps for the establishment of minimum preparedness actions. As part of preparedness activities that support planning of complex logistics responses if a large-scale emergency occurs on one of the islands, WFP will conduct an update to the 2012 logistics capacity assessment.

16. It is anticipated that over the coming months, more robust food security and nutrition data will be available from the on-going assessments. WFP will work with government and local partners to support the development of a reconstruction plan for affected areas and to strengthen capacities on emergency preparedness and response, especially for recurring shocks such as cyclones.

IMPLEMENTATION ARRANGEMENTS

➤ *Right people*

17. WFP plans to assist up to 185,000 beneficiaries across affected islands for a period of three months. This figure is based on government and UNCT estimation of the affected population in priority districts.⁴ Once the on-going rapid assessment is finalized, the beneficiary caseload will be updated to determine geographic and household targeting.
18. Technical assistance will be provided for six months. During the implementation of the response, beneficiary figures and targeting mechanisms will be reviewed based on the findings from the rapid assessments as well as on-going project monitoring. WFP will revisit planning assumptions, caseload, targeting and distribution modalities once results become available.

**TABLE 1: FOOD & CASH TRANSFER BENEFICIARIES
BY STRATEGIC OUTCOME & ACTIVITY**

Strategic Outcome	Activity	Female	Male	Total
Strategic Outcome 1	Activity 1: Provide emergency food assistance through in-kind transfers to shock affected populations	91 760	93 240	185 000
TOTAL		91 760	93 240	185 000

➤ *Right assistance at the right time*

19. WFP's response will ensure immediate unconditional food assistance to meet the basic needs of the most affected people in Comoros. In addition, WFP will provide technical assistance to the Centre for Relief Operations and Civil Protection (COSEP) and local partners to strengthen emergency preparedness and response capacity including logistics coordination, supply chain management and food security analysis.

⁴ Itsandra Hamanvu, Mbadjini Ouest, Mbadjini Est, Moroni Bambao, Oichili, Mitsamouli, Hamahamet and Fomboni.



20. The food basket will consist of cereals, pulses and fortified vegetable oil and the ration will provide a minimum of 2,045 Kcal per person per day. Food for the immediate response will be purchased locally and supplemented with regional purchases.
21. Cash-based transfers (CBT) have not been considered for this three-month intervention as the capacity required to set-up the systems for accountability and implement a CBT response does not justify the investment based on the limited presence in Comoros and duration of assistance. WFP does not foresee a role in providing food assistance in the long-term, but will support other actors on the ground with technical assistance for the food response and market assessments to support the design of potential CBT interventions that could follow the initial WFP response.

**TABLE 2: FOOD RATION (g/person/day) or CASH-BASED TRANSFER VALUE (USD/person/day)
BY STRATEGIC OUTCOME AND ACTIVITY**

Strategic Outcome	SO 1
Activity	Activity 1: Provide emergency food assistance through in-kind transfers to shock affected populations
Beneficiary type	General food distribution
Modality	Food
Cereals	450
Pulses	60
Oil	25
Salt	5
Total kcal/day	2,045
% kcal from protein	9.9
Cash (USD/person/day)	N/A
Number of feeding days per year	90

An estimated 18,000 of the most vulnerable targeted population will be provided with 95g of dates per person per day for three-months. This provides an additional 268 kcal / day per person.

22. WFP has established a temporary presence in Comoros for this Limited Emergency Operation, relying on the management, coordination and technical capacity of the Regional Bureau. Additional support through temporary duty (TDY) and standby partners will be deployed as required.
23. WFP is working with RCO, OCHA, IFRC (French Red Cross) and national disaster management agencies to coordinate the implementation of the emergency food assistance intervention. WFP is also working with the Emergency Response Coordination Centre (ERCC) and ECHO's Geographical Unit and field personnel.

**TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS & VALUE**

Food type / cash-based transfer	Total (mt)	Total (USD)
Cereals	7 493	4 529 216
Pulses	999	974 025
Oil	416	478 688
Salt	83	18 315
Others	158	158 004
TOTAL (food)	9 149	6 158 248
Cash-Based Transfers (USD)	0	0
TOTAL (food and CBT value – USD)	9 149	6 158 248

24. WFP will work with partners to enhance Accountability to Affected Populations (AAP) in the establishment and implementation of the response.⁵ WFP will communicate critical aspects of the response to the affected population, including on the type of assistance they will receive and on issues relating to the prevention of sexual exploitation and abuse (PSEA). Information will be provided in ways that reach both women and men as well as different vulnerable groups. Diverse members of the affected population will also be consulted on aspects of programme design and implementation, including transfer modalities, eligibility criteria, distribution and monitoring. WFP will also set up appropriate complaint and feedback mechanisms (CFMs) to enable people to voice concerns. Specific tools and processes will be defined when more information is available.
25. WFP is analyzing the range of protection risks which could affect the ability of communities to receive assistance and will develop mitigation measures as part of its programme design, in adherence to the “do no harm” principle. These measures will seek to guarantee the safety and dignity of affected populations by preventing discrimination and exploitation, ensuring well organized and safe programme sites with basic services, safety en route to and at distribution points, flexible access to distribution points for populations on the move, and advocacy with other parties to respect the humanitarian nature of WFP programmes.
26. WFP will work with partners to involve women in all aspects of its response. As possible and to the extent that it does not create an undue double burden, this will include the active and leading participation of women in food distribution and work planning committees tasked with improving implementation mechanisms, including transfer modalities, eligibility criteria, management, logistics, distribution and monitoring.

⁵ The three key components include information provision (give account to), consultation (take account of), and complaints and feedback (be held to account).



PERFORMANCE MANAGEMENT AND EVALUATION

27. WFP will oversee monitoring activities and will institute a gender-responsive monitoring and reporting system to cover food assistance activities. WFP will coordinate and liaise with local partners to plan and implement distribution process monitoring at distribution sites. Key output indicators including sex- and age-disaggregated beneficiary data and quantities of food distributed will be captured in the country office tool for managing programme operations effectively (COMET). A beneficiary feedback mechanism appropriate to the context will be established, which will take into consideration access and protection concerns.
28. Given the recent election and resulting political tension, WFP will continue to work with partners to monitor the situation to ensure that assistance is appropriate for the context and does not exacerbate existing political tensions.
29. A lack of immediate and adequate funding would hamper WFP's ability to meet the needs of the targeted population under this Limited Emergency Operation. To mitigate this strategic risk, advanced financing mechanisms will be considered to ensure that WFP responds effectively to the emergency, as required. In addition, WFP will work on increasing visibility for the Comoros response to encourage resourcing efforts, particularly for the food security sector.
30. Based on results of rapid assessment, household targeting will be undertaken in collaboration with communities through relevant partners to mitigate inclusion and exclusion errors, which represent a strategic risk.
31. Initial WFP assessments of market functionality indicate that local and regional procurement are the fastest way for WFP to provide food assistance in Comoros in the near-term. However, the volatility of food prices represents an important financial risk. As WFP was unable to purchase and pre-position food supplies for this cyclone response, close monitoring of commodity costs will be crucial.

RESOURCES FOR RESULTS

TABLE 5 – LIMITED EMERGENCY OPERATION BUDGET (USD)

Strategic Outcome 1 (SR1)	8 886 474
Strategic Outcome 2 (SR5)	259 690
Total Direct Operational Costs	8 316 968
DSC	270 979
ISC (6.5%)	558 217
Total cost to WFP	9 146 164

32. WFP is seeking targeted donor support to fund the operation. A Central Emergency Response Fund (CERF) proposal has been submitted to raise funds for this intervention.



**World Food
Programme**

wfp.org

RECOMMENDATION

The Executive Director is requested to approve the proposed emergency response for Comoros.

APPROVAL

David M. Beasley
Executive Director, WFP

Date: ____/____/____