



BANGLADESH
FOOD SECURITY CLUSTER
Strengthening Humanitarian Response



Humanitarian Aid
and Civil Protection

FOOD SECURITY CLUSTER MEETING

DATE Thursday, 28 January 2016
TIME 09.00am – 11:30am
VENUE Christian Aid Bangladesh, Road 35, House 1/A, Gulshan-2, Dhaka 1212.

AGENDA

1. Review and approve of the last FSC monthly meeting minutes held on 12 November 2015
2. Introduction of Mr. Ashik as new IPC coordinator
3. Theory of change by Mark Ellery – Addressing the root causes of Waterlogging in the South West
4. Earthquake preparedness: Presentation by Kazi & next steps for the FSC
5. South East Lesson learned and future looking: Presentation by NARRI & DeSHARI and Discussion
6. Way forward / exit strategy for FSC
7. Update FSC
 - Work plan of FSC – January to April 2016
 - Pocket version contingency plan for cyclone
 - Cyclone simulation in Cox's Bazaar
 - IPC
 - El Nino
8. AOB
 - HCTT meeting

SUMMARY OF ACTION POINTS

- ➔ Invite German Embassy to the next FSC meeting to present the climate change funding project
- ➔ Presentation to be circulated among the FSC members
- ➔ When the report is finalized, it will be circulated to FSC
- ➔ Invite Post Office to present their system to FSC meeting
- ➔ For future CHT intervention, CHT ministry needs to be involved.
- ➔ FSC will set a date (beginning of March), venue and inform the cluster members.
- ➔ Members will inform FSC regarding availability of their staff to conduct the HEA
- ➔ Mr. Rony will work with BBS for the emergency data collection process where base data will be preloaded.

DISCUSSION

1. REVIEW & APPROVAL OF MINUTES (12.11.2015)

FSC Co-lead Mr. David welcomed everyone to the meeting. The meeting started with a round of introduction.

After reviewing the last meeting action points, the **previous meeting minutes is endorsed by all.**

2. INTRODUCTION OF MR. ASHIK AS NEW IPC COORDINATOR

Discussion

FSC Co-leads Mr. David Doolan has introduced Mr. Md. Ashikur Rahman as National IPC Coordinator for FSC. They explained that Mr. Ashikur has long working experience with UN and International organization. His contact detail is already being circulated via email.

3. THEORY OF CHANGE BY MARK ELLERY – ADDRESSING THE ROOT CAUSES OF WATERLOGGING IN THE SOUTH WEST

Mr. David informed that although the FSC is looking into the long term process of water logging in the south west Bangladesh, FAO did a matrix on that which was shared with people last year. ECHO and DFID have funded a pilot program in the south west to undertake more work on that. One of those was the refrainment of the matrix which has been presented to a high level government meeting two weeks ago. It will also be shared with the FSC when the final comments are received. This is not an end; the matrix will go on continuous refrainment as we learn more and more. FAO also have done a meta-analysis and a Theory of Change. How the South East will deal in the long term in the issue of water logging.

Mr. Mark Ellery, consultant water logging project FAO/WFP/UNDP has presented the THEORY OF CHANGE – ADDRESSING THE ROOT CAUSES OF WATERLOGGING IN THE SOUTH WEST Bangladesh.

Key points of the presentation are:

Redressing the inequitable access to the benefits (&costs) of waterlogging in the South West:

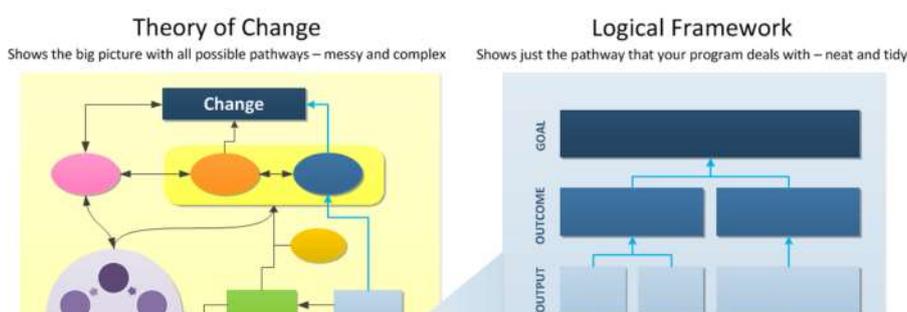
- ▶ Waterlogging occurs at the pinch point between agricultural & aquacultural practices - at the interface between saline & fresh water land use.
- ▶ The short term social costs of a dramatic switch to aquaculture (& then saline water & land use) are offset against the long term economic benefits.
- ▶ This has given rise to predatory behaviour maximizing in the hands of a few the private benefits of the public costs of these dramatic changes in land use.

Theory for Change:

Retaining together the ownership of water assets, land and financing liability can enable the ill effects of this predatory behavior to be limited

What is Theory of Change?

“A critical thinking method of defining a desired end & working backwards to identify the conditions to achieve that end”



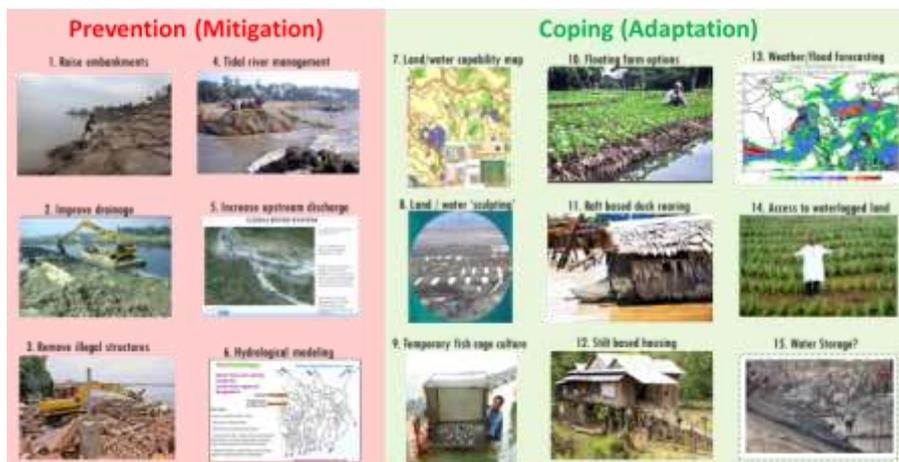
How a Theory of Change Works?

- Work backwards to deal with the who
- Then define various how's
- How can external actors help
- Meta Review & Theory of Change

Meta-Review Findings:

There is no 'silver bullet' solution to the problem of waterlogging

1. There will always be areas of prevention & coping
2. The areas will move as water / sediment moves over time



Root Causes of Water Logging in the South West:

Environmental: Over time, the containing of sediment outside of the polders has naturally

- Created drainage problems within the polders
- Moved the saline belt higher into the rivers and canals.

Technical: Management of water assets has not responded to the evolving needs

- Public water assets characterized by build-neglect-rebuild cycle of management
- Exploitation by private water assets have been poorly regulated

Institutional / Political: Inequitable assignment of costs & benefits of investments in water assets

- No 'quality of services' agreement leaves the liability for failure undefined
- A weak system of appeal has enabled a practice of exclusion

Land / Ownership: Exercise of land ownership rights determines the benefits of water assets

- Finance-build-transfer of public assets leaves liability for failure unassigned
- Influence over land enables private dividends from public resources

Discussed on the issue it is not really a problem of the Law but more a problem of the willingness to assign public costs to private beneficiaries.

Explained the Decentralized Water Management Vision for the South West

Equitable Redistribution

The targeting of 'food for work' programmes to those adversely affected by waterlogging should consider the extent to which this improves the access of the rich to water assets (and land) relative to the poor. While it is never advisable to finance assets owned by another entity, it is possible to limit some of the more perverse risks for works conducted on ...

- Private Land: by requiring asset owners to sign an enforceable agreement committing to:
 1. Operate & maintain for 20 years & not exclude public access (short term)
 2. Operate & maintain including paying back the cost of the labour (long term)
- Public Land: by requiring public asset owners to recover the cost of the works from the beneficiaries
- Khas Land / Ponds: by requiring that ownership of land / ponds is secured for the poor (restricted mutation, annual land fee) and public ownership of roads / embankments is secured. Land improvements should be subject to 'planning approval'
- Non-productive Private Land: by either repossessing the land or requiring that the land owner repays the cost of mandatory asset improvement activities.

Discussion:

Mr. David remarked that it's a lot to observe and it's very dense study with lot of information.

Mr. Bijoy (CW) requested Rony to circulate the presented. He asked Mr. Mark that some initiative is going on by the government for the south west (TRM), which are technically sound projects or not? Mr. Kazi supplemented that the risk reduction is more complicated when the system of government accountability is not very clear. Mr. Mikkel informed that under the joint program of FAO/WFP/UNDP, the Meta review and the theory of change activity was done. Your question is where the government is in this. If we look in the past, many short term humanitarian interventions have been done to address the negative consequences of water logging. Support the government especially at the local level but not in the wider level. Some interventions are very useful some are not. In the Meta-review, building the mapping exercise, we took every single intervention in the past GoB, International agencies, local actors and analyzed these. This is not wat worked what not. Instead of saying the path it says a little of here and a little of there. The objective of the task was to look at what changes we have to make for the longer term. The government was consulted and slowly government inoculation will increase. Mark concluded by saying "The Meta-review says there is no evidence yet that says TRM will work. It doesn't mean TRM is not a good thing but it's not a silver bullet".

Mr. David remarked here that there was a consultation meeting two weeks ago with the heads of all government departments where the honorable state minister and economic adviser to the Prime Minister was present. So the FAO matrix was placed up to the highest level. The result for that is still to be confirmed but it indicates that now there is an understanding within the government departments, that they need coordination among them and need a coordinated master plan. A higher level coordination is required and the planning commission may do this coordination. The engagement of rural institutions is they move towards a principal of "users pays" which is s/he gets the benefits pays the cost. It was clear during the Meta review workshop that we have to go for a pricing structure. Another finding was the general concept of people is water logging is bad, nobody likes water logging and it stops us growing rice. But the issue come out is moving towards aquaculture which is economically far more rewarding. It's a more efficient, societal

use of the resource and to generate resources to allow us to do good things. The problem is the inequity of access to those productive assets. These are the conceptual things that we have to think about. The other issue is to consider about these cash for work and food for work, are we utilizing resources to improve productive assets that will generate a long-term income for people how are already well?

- ➔ Presentation to be circulated among the FSC members
- ➔ When the report is finalized, it will be circulated to FSC

4. EARTHQUAKE PREPAREDNESS: PRESENTATION BY KAZI

Mr. Kazi Shahidur Rahman presented “Discussions on Strengthening Earthquake Preparedness”

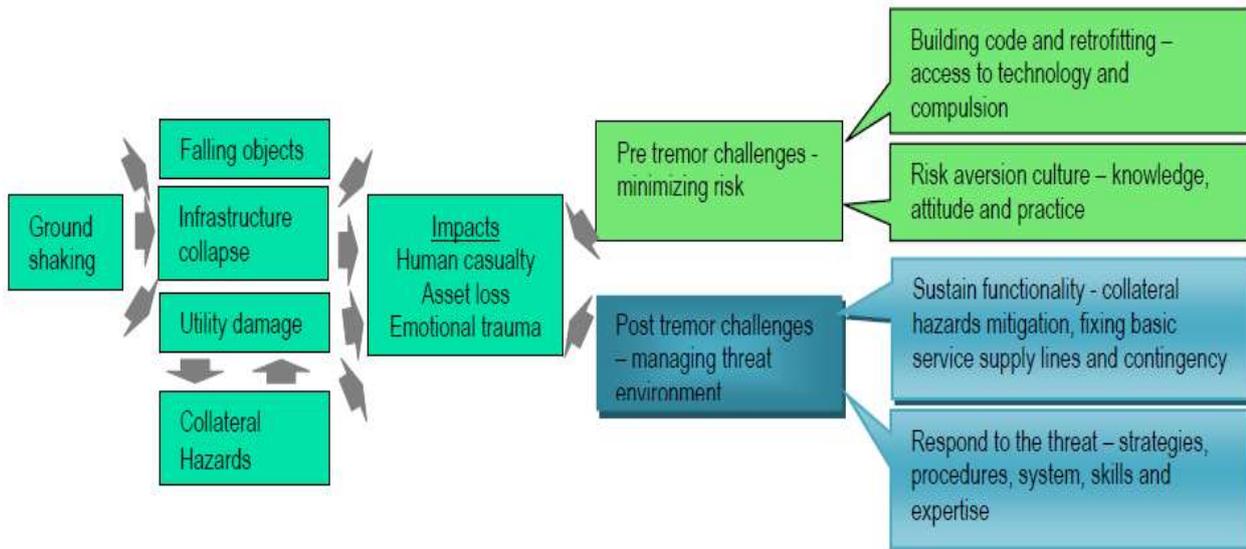
Key points of the presentation are:

Earthquake Bangladesh- Scenario:

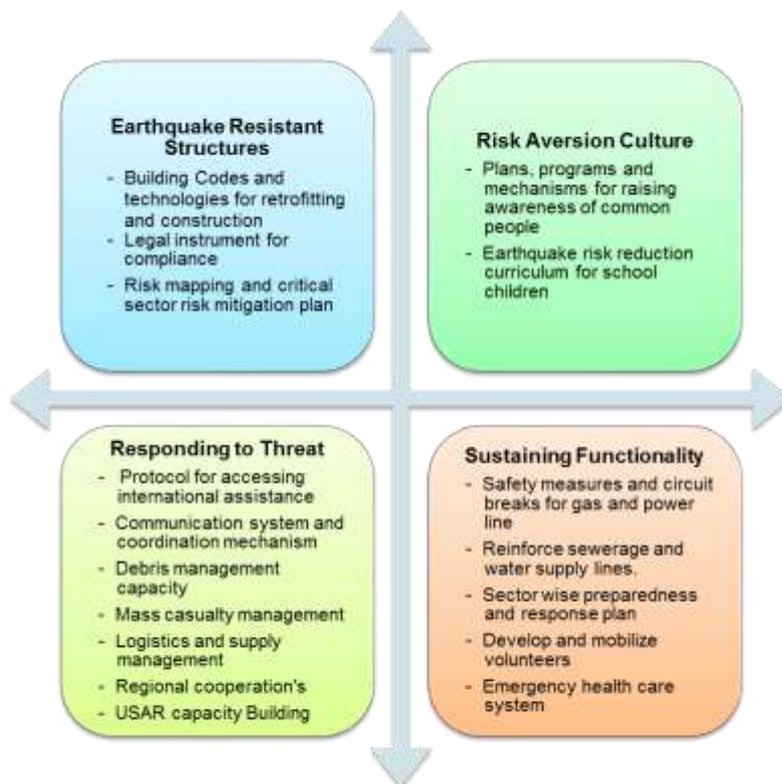
- Unplanned urbanization
- High Population density
- Rural to urban migration

Impact	5. Critical			Earthquake		Food Contamination*
	4. Severe				River/Monsoon flooding Waterlogging Cyclone	Industrial Hazards*
	3. Moderate			Social Instability	Flash floods Drought Cold wave	Saline Intrusion
	2. Minor				Tornado	Epidemics
	1. Negligible					
		1. Very Unlikely	2. Unlikely	3. Moderately Likely	4. Likely	5. Very likely
		Likelihood				
Likelihood : 1= Very unlikely (up to 20% chance of the event happening) 2 = Unlikely (20-40%) 3 = Moderately likely (40-60%) 4 = Likely (60-80%) 5 = Very likely (over 80%)				Impact : 1 = Negligible (minimal impact on overall population) 2 = Minor (minor impact on overall population) 3 = Moderate (moderate impact on overall population) 4 = Severe (severe impact on overall population) 5 = Critical (major impact on overall population)		

Earthquake- Conceptual framework



Earthquake- Proposed Strategy (draft)



Strengthening Earthquake Preparedness - Engagement and Support to GoB

Engagement and support to Government for strengthening earthquake preparedness and response;

- Functional communication system to ensure the timely flow of information before and during an emergency;
- Social mobilization to aversion of risk taking culture and behavior;
- Develop of critical sectoral response plan of Government;

- Strengthen legal procedures/protocols for requesting and accepting international expertise and assistance;

Discussion:

5. SOUTH EAST LESSON LEARNED AND FUTURE LOOKING: PRESENTATION BY NARRI & DESHARI AND DISCUSSION

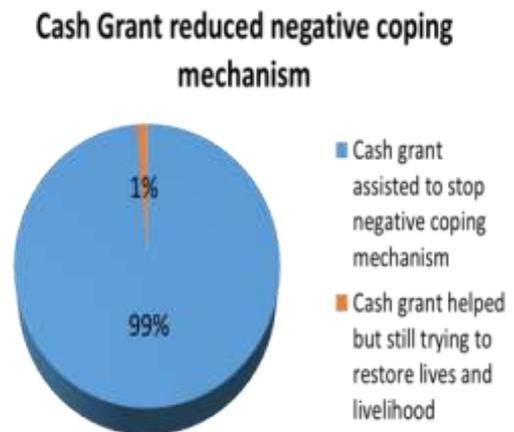
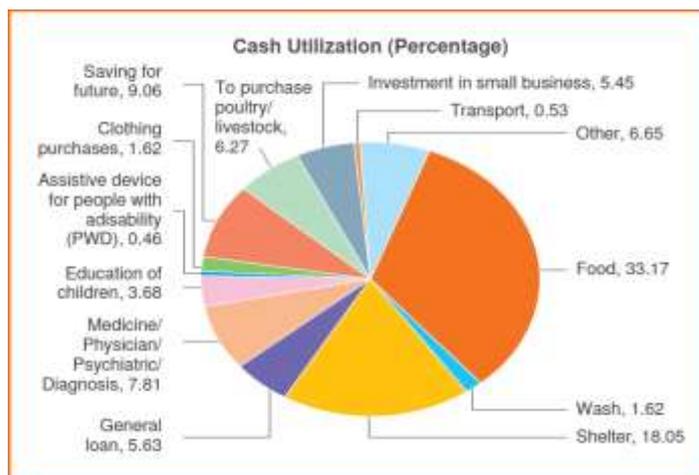
Mr. Bijoy (CC) has presented on SE response NARRI lesson learned. Key points of the presentation are:

Project Name: Relief Support for flood and cyclone affected Population in Need in South-East Bangladesh (RESPONSE) Project, September 2015 – January 2016.

Project Achievement:

21,803 HHs (F 88%, M 12%) in seven sub districts in Cox's Bazar and Bandarban districts have received 3 monthly installment of unconditional cash grant of BDT 3,000 per HH, i.e. total of BDT 9,000 per HH and met their immediate needs.

10.30% of the targeted beneficiaries, i.e. 2,247 HHs (F 81%, M 19%) were selected based on their extreme vulnerability due to disability and they received Additional PWD support @ BDT 2800/ HH.



Key Lessons and way forward:

- ▶ Very good coordinated EWS by the Govt, CPP, I/NGOs and so no human casualties reported
- ▶ Extremely delayed response – flood happened in June/July and project started in mid-September – Beneficiaries have received cash in late October and November – are we ACCOUNTABLE?
- ▶ Can we expedite JNA process, Can we expedite proposal development and approval process?
- ▶ Can we expand our present donor base for more money? Why only few? Can we work more closely to offer more choices/assistance to affected communities?
- ▶ Flexible fund with donors will allow us to respond within 48 hours to sudden onset disaster.
- ▶ Clusters may be more pro-active and should have functional internal coordination with all other clusters so that real needs can be addressed – ONTIME and ADEQUATELY.
- ▶ In case of CHT, we should involve the Regional and District Coordination bodies during the design stage;
- ▶ We did not Communicate With Affected Communities (CWAC) the way it should be! Listen more to beneficiaries and include them in decisions that affect them— ‘a Participation Revolution’

- ▶ Approval from NGOAB! Can Ministry /DDM request NGOAB to give approval immediate after the JNA report is endorsed by HCTT? Also, we should submit accurately and on time. This is not INGO failure.
- ▶ Training on humanitarian proposal development by DFID would be beneficial for all Humanitarian actors
- ▶ MMT requires additional 12-15 days and then traditional system.
- ▶ No real benefit of MMT transfer since this is similar to our traditional hand cash transfer – why then we should have a middle man role? Urban is perfect for MMT.
- ▶ A recovery phase was extremely required but since we did not get money, we could not do anything
- ▶ PWD have received additional money – good!
- ▶ We did not make major response operations in these areas for a long time and so PNGOs did not receive practical experiences and so more practical capacity building training are required to tackle more bigger responses including JNA.

Mr. Dulon (CA) has presented on SE response DESHARI lesson learned. Key points of the presentation are:

Project Name: Emergency Assistance to Flood and Tropical Storm Komen affected people in Cox's Bazar District, 25 August to 24 November 2015 (3 months)

Background Summary:

Phase-II JNA conducted and a JRP targeting 38,701 HH is being developed where DESHARI provided support to 4948 HH with support of Agrajatra, DSK and MUKTI as local partner.

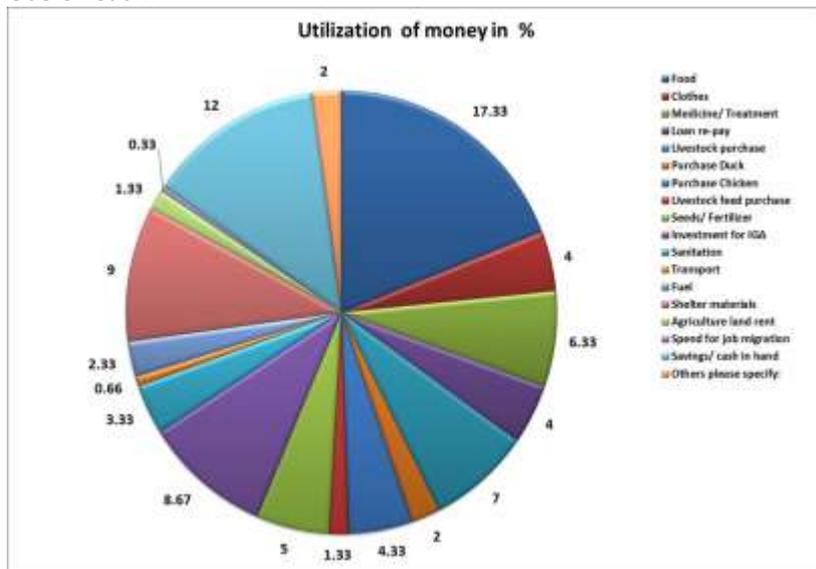
Response Package- Unconditional Cash distribution: @ 9000 BDT to each household

Modality of cash distribution:

1st Instalment Direct Cash

2nd & 3rd Instalment through Mobile Money Transfer (bKash)

Use of Cash:



Challenges:

- ▶ Political pressure and interference of some UP representative during beneficiary selection
- ▶ Less number of beneficiaries targeted in highly affected unions

- ▶ Ensuring required documents for mobile SIM and bKash registration by all beneficiaries within short time
- ▶ MMT service providers are not acquainted with humanitarian emergency support project & they are profit oriented
- ▶ Less number of MMT agent, cash flow constrain, Technical problem of MMT process(like SIM Lock, Pin block, showing zero balance)
- ▶ Security concern to carry huge amount of cash in remote field areas for distribution

Lessons & Recommendation for way forward:

- Implementation of emergency response project should start timely to ensure to meet the immediate need of affected population & food Security. This project started delay due to funding decision & process of JNA(disaster happened in end of June and support reached in September???)
- Full filling the process of MMT delayed beneficiary payment .Mobile Money Transfer (MMT) plan should be considered based on the context and considering the reality for short term emergency response. MMT should be addressed in the location where required support service (network and agent) is available. For short time emergency project MMT could be avoid for beneficiary payment.
- Direct cash transfer is more feasible for short term emergency project. This issue requires more discussion in future at larger group.
- Humanitarian organizations should plan to work closely with MMT companies to improve their service quality and developing understanding on humanitarian principles.
- Union level affected data is require for proper targeting
- The process of enrolling excluded groups like female headed households, household's having PLW and elderly as beneficiary ensure the inclusion & equality to serve all groups. This practice should continue in future project also.
- Establish compliant response Mechanism ensure the accountability and appropriate targeting which also reduce dispute among the stakeholder group during selection. Strong complaint response Mechanism should establish for future projects also
- Better coordination and liaison with different stakeholders and community including government from the beginning is very important that reduce conflict and ensure transparency of field operation.
- Other vulnerable groups i.e. small traders, severely affected marginal framer group require consideration during targeting as they are found excluded (considering the food security for wider group FGD & Recommendation from UNO)
- Quick and short assessment and funding decision is required for response project to focus on food security. Triggering of JNA should be timely for quick resource allocation from Donors/government
- Humanitarian agency can work with government to strengthen current government damage assessment process (D-Form, time) which may be effective for quick resource allocation for emergency response after any shock.

Discussion:

Ms. Vanessa remarked that we are talking about the negative side of the MMT but are not maintaining a database of the service provider to determine the best service provider. She strongly disagrees with the statement "MMT has no benefit" as it is proven that MMT has a lot of benefits, ensure security and transparency. Mr. Tapan (ACF) informed that ACF HQ has taken an initiative to a pilot study on cash based intervention including MMT. Mr. Kazi remarked that we are mixing two things. One is structure and another is the money transfer. MMT has no problem, it is the structure which is taking time and we should work on this. Mr. Mahbub (care) remarked that if we summarize both the presentations we found 3 things, 1. Delay, 2. Approval for the government, 3. MMT. Regarding JNA, it was not the reason for delay as it worked as planned but it is the triggering and the donor response. Approval took time as the implementing area is CHT which require additional approval from CHT ministry. Damien remarked that Post Office has a different MMT process and we will invite PO to our next FSC meeting.

Ms. Michelle remarked that as we all knew that CHT is the most sensitive area for intervention in terms of access, what actions have been taken by the HCTT. Mr. Mahbub (care) remarked that during the JRP process this issue has been raised. DDM and RC office assured that they will give full support and they did to faster the approval process. Despite of their support, the delay happened as it has to go to the CHT ministry approval and CHT ministry was not very involved with this process. For future CHT intervention, CHT ministry needs to be involved. Mr. Kazi informed due to the RC office and DDM support FC1 approval for the other districts were very quick. It was the agencies responsibilities who were responding to CHT to know the process. Mr. David remarked that this issue has to be discussed in the HCTT and Mr. Kazi can initiate the process.

- ➔ **Invite Post Office to present their system to FSC meeting**
- ➔ **For future CHT intervention, CHT ministry needs to be involved.**

6. WAY FORWARD / EXIT STRATEGY FOR FSC

The meeting discussed on this issue and agreed to do a separate TWG meeting on this.

- ➔ **FSC will set a date (beginning of March), venue and inform the cluster members.**

7. UPDATE FSC

Mr. Damien presented update of FSC and work plan. Key discussion were:

Work plan January to April 2016:

- GoB linkage with the FSC: participation and engagement
- Update contingency plans (SOP flood, pocket version) and package
- Earthquake contingency plan
- Follow-up on the DFP after the orientation (Nov 15)
- Disaster simulation with WFP - TBD
- Workshop on targeting gender and disability within food security assessments and beneficiary selection
- Follow up GIS training done in Nov 15
- Roll out global Food Security Cluster IM tools
- HEA in North West in April [staff available?]
- IPC chronic (Haor, CHT and CXB): data validation and presentation final report in March
- IPC Data Analysis training in April

Mr. Damien and Mr. David thanked the BBS participants for joining the meeting.

El Nino impact in Bangladesh:

- El Nino is not an individual weather event but a climate pattern which occurs every 2 to 7 years and last 9-12 months.
- The current El Nino will last through 2015 and extend into early 2016. The intensity of the event increased towards the peak expected in late 2015.
- It may become one of the strongest El Nino on record.

Impacts on food trade and prices:

- El Niño impacts on extreme weather and potential knock-on impacts on food security are mainly region-specific and in the tropics.

- In El Niño years, global yields of maize, rice and wheat are generally only slightly reduced.
- World cereal production in 2015 should not be much down on the record levels reached in 2014, and may even be better, with global rice, maize and wheat production set to draw level with or even exceed 2014 levels.
- Stock levels will be high as some regions tend to benefit from better weather associated with El Niño years
- Rice prices:
 - global supply of rice is unlikely to change much.
 - Large stocks in major producing countries,
 - International prices have decreased by nearly 30 percent compared to 2014.

Impact on 2016:

- For 2016: expect very minor El Nino impacts
- Might have a slightly enhanced risk until May, but business as usual from June onwards

Ms. Michelle remarked that the end product of the HEA is very useful. ECHO has funded the previous HEAs and recently with FSC, it is appreciated for organization for providing staffs for this activity. HEA is tool that people should use and continue to utilize. It will also increase the in country capacity.

➔ **Members will inform FSC regarding availability of their staff to conduct the HEA**

8. AOB

- HCTT meeting: There was a HCTT meeting and most of the issues is being discussed by Mr. Kazi but the major points were:
 - Earthquake preparedness
 - Review of the Humanitarian Architected
 - Recruitment of the Humanitarian Advisor

Mr. Damien informed that there was a Cyclone Simulation Exercise last December organized by WFP where high GoB officials were invited.

- Ms. Michelle provided the following updates from ECHO:
 - ▶ ECHO is reviewing the proposals submitted. Two round of discussions occurred including regional level. Next week ECHO will have a discussion with HQ.
 - ▶ Regarding Proposal for Sakkhira, more recent works should be incorporated as reference like the theory of change, FAO matrix or Meta-analysis.
 - ▶ Oxfam has submitted a CWG proposal and ECHO will get to it soon.
- Mr. Rony informed that BBS has provided the updated Geo-Code to FSC which has included 8 divisions. Our Cluster members may use it now. Thanks go to BBS for their support. Updated shape file is also expected from BBS which FSC will use for emergency humanitarian activities. A GIS working group is being formed co-chaired by the GoB which will be operational shortly. He also requested the organizations through the participants to follow-up on the respective DFP’s activities.
- Mr. Ashik (IPC) informed the meeting that an IPC Chronic is being conducted for 10 districts including CHT and Haowr area. It is expected that the report will be published by Mach 2016.

- Mr. Roy from BBS proposed that BBS can provide data regarding emergency within 72 hours as they have set-up up to Upzilla level (including technical manpower) in support of D-Form. BBS is a source of unbiased data and can do the initial assessment particularly focused on food security issues which can be used to verify D-form data and for quick response. They will need the support of the FSC IMO. Mr. David remarked that it is a very timely proposal and FSC IMO will work with the BBS team for assisting this process.

→ **Mr. Rony will work with BBS for the emergency data collection process where base data will be preloaded.**

By thanking Christian Aid Bangladesh, FSC Co-lead & Deputy FAO Representative, Bangladesh Mr. David Doolan concluded the meeting