



## ANNUAL REPORT OF ON THE USE OF CERF GRANTS IN BHUTAN

<b>COUNTRY</b>	<b>BHUTAN</b>
<b>RESIDENT/HUMANITARIAN COORDINATOR</b>	<b>Claire Van der Vaeren</b>

### I. Summary of Funding in 2011 – US\$

<b>Funding</b>	1. Total amount required for the humanitarian response		1,730,535	
	2. Breakdown of total response funding received by source	2.1 CERF		1,605,535
		2.2 COMMON HUMANITARIAN FUND/ EMERGENCY RESPONSE FUND ( <i>if applicable</i> )		50,000
		2.3 OTHER (Bilateral/Multilateral)		75,000
		2.4 TOTAL		1,730,535
	3. Breakdown of funds received by window	<input type="checkbox"/> Underfunded		N/A
		1. <i>First Round</i>		N/A
		2. <i>Second Round</i>		N/A
		<input checked="" type="checkbox"/> Rapid Response		1,605,535
	4. Please provide the breakdown of CERF funds by type of partner	4.1 Direct UN agencies/IOM implementation		905,035
		4.2 Funds forwarded to NGOs for implementation		N/A
		4.3 Funds forwarded to government partners		700,500
		4.4 TOTAL		1,605,535

## II. Summary of Beneficiaries per Emergency

Total number of individuals affected by the crisis	Individuals	75,495
Total number of individuals reached with CERF funding	Female	36,116
	Male	35,874
	Total individuals (Female and male)	71,990
	Of total, children <u>under</u> 5	3,659

## III. Geographical Areas of Implementation

The earthquake affected Bhutan's 20 districts: Thimphu, Paro, Haa, Samtse, Bumthang, Wangduephodrang, Dagana, Sarpang, Mongar, Trashigang, Trashi Yangtse, Pema Gatshel, Lhuentse, Samdrup Jongkhar, Gasa, Punakha, Chukha, Sarpang, Tsirang and Zhemgang.

The UNDP CERF grant was used for shelter support in the 12 most affected districts (Thimphu, Paro, Haa, Chukha, Samtse, Dagana, Gasa, Sarpang, Zhemgang, Trongsa, Punakha, Mongar).

The UNICEF CERF grant was used for shelter, including school tents and emergency family kits in 11 districts of Haa, Chukha, Paro, Samtse, Dagana, Trashigang, Wangduephodrang, Gasa, Trongsa, Punakha and Thimphu.

## IV. Process and Consultation Summary

- I) Was the CERF report discussed in the Humanitarian and/or UN Country Team and by cluster/sector coordinators?  
 YES  NO

*Remarks: The CERF report was discussed in a meeting on 5 March 2012 between the Shelter and NFRI task team (UNDP) and the Education task team (UNICEF) coordinators with participation of relevant staff from UNDP, UNICEF and the UNRCO.*

- II) Was the final CERF report shared for review with in-country stakeholders (i.e. the CERF recipient agencies, cluster/sector coordinators and members and relevant government counterparts)?  
 YES  NO

- Department of Disaster Management, Ministry of Home and Cultural Affairs
- Shelter and NFRI task team
- Education task team
- UNICEF Representative
- UNDP Representative/UN Resident Coordinator
- Co-chair, UN Environment and Disaster Management Theme Group
- Country Programme Manager, UNDP Regional Bureau for Asia and Pacific

## V. ANALYSIS

### 1. The humanitarian context

An earthquake of magnitude 6.9 on the Richter Scale struck Bhutan on 18 September 2011 at 6:41 pm, the epicentre of which was in Sikkim (42 miles northwest of Gangtok), India, close to Bhutan's western border with India. Fifteen casualties, including one fatality, damages to homes and social infrastructure were reported in Bhutan's 20 districts. Overall, 6,939 houses (down from the initial estimate of 8,007) were directly affected by the earthquake, with either the total collapse of or major damages reported to 1,386 houses (up from the initial estimate of 845), 65 schools, 43 hospitals/basic health units, 369 religious and cultural structures and 55 local government offices.

CERF funding was sought following an appeal from the Royal Government of Bhutan to the UN system in Bhutan for 58,000 corrugated galvanized iron sheets, 100 schools-in-a-tent and 1,000 dignity kits. A Joint Government-UN-World Bank Rapid Assessment was conducted from 2 to 19 October 2011 (with field visits to the four most affected districts from 5 to 12 October 2011). The assessment highlighted the urgent need for provision of adequate temporary shelter and basic relief items to the most affected population and reinstating vital community services such as schools, basic health units and renewable natural resources centres.

Based on experiences from the September 2009 earthquake, the provision of corrugated galvanized iron (CGI) sheets have proved to be the most appropriate and cost effective means for building transitional shelter as well as meeting the need of subsequent recovery and reconstruction in Bhutan. The provision of corrugated galvanized iron sheets was decided on a need basis, taking into consideration the extent and intensity of damages as well as the needs of individual households and schools/institutions. CERF grants to UNDP and UNICEF enabled the distribution of 54,175 corrugated galvanized iron sheets to 1,365 most affected households and 80 religious schools. In total 8,990 individuals, including child monks and nuns benefited from the corrugated galvanized iron sheets.

Considering the onset of winter and cold weather conditions, the prioritization of shelter support and provision of basic relief items to rural households and schools was considered the most appropriate approach.

### 2. Provide brief overview of CERF's role in the country

The Office of the Resident Coordinator, with inputs from UNDP and UNICEF, prepared the CERF grant request. Activities and funding requests was prioritised based on the official requests for assistance received by the Royal Government of Bhutan and consultations between the UN Resident Coordinator, UNDP and UNICEF.

The UN Inter-Agency Shelter Task Team, comprising UNDP, UNICEF and UNFPA, met on Thursday, 29 September 2011 to discuss the needs for shelter and Non-Food Relief Items (NRFI) assistance and priority actions. Against the backdrop of the government request, the shelter task team decided to prioritize the need to immediately mobilise resources for the provision of corrugated galvanized iron sheets, emergency kits and school tents. As an immediate response to the initial request for assistance from the Government, emergency coordination funding of US\$ 75,000 was mobilised through the UNDP Trac 1.1.3 window, and an emergency cash grant from UNOCHA of \$50,000 to address emergency shelter needs through the provision of corrugated galvanized iron sheets. In addition, UNFPA mobilised and distributed 2,050 dignity kits to meet the needs of both women (especially pregnant and lactating women) and men. Taking stock of the emergency response provided by partners on the ground, CERF funding was prioritised to meet urgent needs for additional shelter assistance, reinstating schools and providing basic relief items to the most affected people.

The Government and district administrations were closely involved in identifying the needs of the affected population and in planning the distribution of relief items. The most affected and needy populations were prioritised based on the needs of women-headed households and ensuring gender equality when identifying beneficiaries and designing distribution plans.

### 3. What was accomplished with CERF funding

Corrugated galvanized iron sheets supplied through the CERF grant have helped the affected population to construct temporary shelters. In various discussions, the Dzongkhag authorities have requested to continue/consider supplying corrugated galvanized iron sheets as a priority for the re-construction of the disaster affected areas. Because of the weather in the affected districts, the corrugated galvanized iron sheets were primarily used as a roofing material on

wooden log and ekra type of temporary shelters. In a few cases, corrugated galvanized iron sheets were also used as walls. Both the beneficiaries and local authorities expressed the usefulness of corrugated galvanized iron sheets provided through CERF grant, as the material is not locally manufactured or else is available in limited quantities in the market.

Through the UNICEF CERF grant, 8,236 corrugated galvanized iron sheets were procured and distributed to about 80 religious schools and nunneries in Haa, Paro, Chukha and Punakha. The corrugated galvanized iron sheets were used to build decent temporary living space for 800 child monks and nuns to continue their education, sustain healthy and hygienic living condition. Since, most monasteries and nunneries are in remote and secluded areas, there was an urgent need to provide decent living quarters, classrooms and sanitation facilities for the child monks and nuns.

Through the CERF grant, UNICEF also procured and distributed 200 winterised school tents adapted to Bhutan's cold climate to allow safe schooling for the earthquake-affected children of which 102 tents were directly distributed to 32 of the worst affected schools in the Samtse, Chukha, Haa, Paro, Thimphu, Wangdiphodrang, Punakha, Gasa, Trongsa and Trashigang districts. The remaining 98 school-in-a-tent were distributed to the Regional Education Office of East, Central and South Bhutan. The supply of school tents enabled more than 40,000 children in 75 schools to have access to temporary safe and comfortable learning spaces ensuring continuity in their education. In addition, UNICEF, through the CERF grant, also procured and handed over 5,000 emergency kits to the affected families through the Department of Disaster Management. Each family kit included a pot and pan, a jerry can, a jug and soap, three blankets and four pieces each of plates, spoons and mugs. Some 5,000 families, approximately 23,000 individuals had access to warm blankets, a jerry can, a jug, soap, plates and mugs to practice good hygiene behaviour and keeping themselves warm in the cold winter.

Through the UNDP CERF grant, 45,939 corrugated galvanized iron sheets were procured and distributed to the most affected communities in 12 of Bhutan's 20 districts, benefiting 1,386 households or 8,190 individuals (4,374 male and 3,816 female), of which 1,259 were children under 5 years. A total of 550 intermediate make-shifter shelters were constructed, and the same corrugated galvanized iron sheets are being reused in the longer-term recovery and reconstruction process. Since the reinstatement of community infrastructure such as schools, health facilities and cultural heritage buildings by UNICEF, DANIDA and others, the Department of Disaster Management decided to use the support through UNDP CERF grant only for transitional shelter assistance for the most affected rural households.

Before submission of the CERF application, it was agreed between the UNDP Resident Representative and the Department of Disaster Management that a national implementation modality would be deployed for the UNDP CERF grant, based on previous experiences. The Royal Government of Bhutan decided to implement the CERF-grant through a decentralized approach where district administrations were responsible for preparing detailed distribution plans, procurement and distribution of corrugated galvanized iron sheets, and reporting. This decentralized approach was expected to ensure fast delivery to the most affected people. However, a number of challenges surfaced in terms of variations in price and delays due to lack of human resources at district level. When variation in price of vendors in the different districts was noticed, the Department of Disaster Management successfully contacted vendors and requested the standard market rate.

For the UNICEF CERF grant, direct implementation by UNICEF was chosen since the country office and regional office have long term agreements with suppliers it would expedite the procurement and delivery of supplies. Quick procurement and delivery is critical during an emergency. In addition to procuring the supply items, UNICEF ensured that it is also distributed to the beneficiaries and affected districts.

#### **4. An analysis of the added value of CERF to the humanitarian response**

##### **a) Did CERF funds lead to a fast delivery of assistance to beneficiaries? If so how?**

YES  NO

The assistance provided through CERF ensured timely delivery of relief materials to the beneficiaries. The procurement of materials by district administrations were based on already agreed norms and procedures with existing vendors. In most instances, distribution plans were prepared and the materials were distributed immediately. During the monitoring field visit from 27 Feb to 1 March 2012, it was observed that the relief materials had already reached the intended beneficiaries.

**b) Did CERF funds help respond to time critical needs?**

YES  NO

CERF funds catered to critical needs such as emergency supplies for families, comfortable interim living quarters and safe learning spaces for children. The provision of makeshift shelters allowed the most affected people to return to normal activities like attending to seasonal farming work and for children to return to schools. The makeshift shelters also allowed affected people to salvage and store their belongings and valuables as well provided them temporary shelter, while additional relief assistance were being provided by the Government.

**c) Did CERF funds result in other funds being mobilised?**

YES  NO

The UN System in Bhutan supported the Government in reaching out to other development partners regarding the need for support based on the Joint Rapid Assessment. Most immediate needs were met through emergency response funding mobilised from OHCA Emergency Cash Grant, the CERF Rapid Response window and UNDP TRAC 1.1.3. Additionally, UNFPA mobilised \$106,795 to provide and pre-position 5,000 dignity kits. Longer-term recovery and reconstruction needs, including resource gaps following sectoral re-appropriations, were identified through national sector consultations and will be presented in March 2012 in the National Recovery and Reconstruction Plan.

**d) Did CERF improve coordination amongst the humanitarian community?**

YES  NO

The humanitarian community/development partner community in Bhutan is relatively small, and no NGOs were involved in the emergency response. The number of actors involved in emergency response was therefore limited, confined mainly to UN agencies and the World Bank. The Joint Rapid Assessment, the UNCT, CMT mechanism ensured strong coordination. The UN facilitated information sharing with other bilateral partners through two coordination meetings in the aftermath of the earthquake (October 2011) and through updates provided in January 2012. Within the UN, coordination was ensured on a regular basis through the thematic group for Environment and Disaster Management with, and the Shelter and Non-Relief Food Items (NRFI) and Education task teams that were activated during emergency. The UN Crisis Management Team and the UNCT met regularly to discuss UN coordination, relief assistance and response. The UN Resident Coordinator's Office was actively involved in regular information sharing through situation reports and overall coordination, including submission of the CERF proposal.

## VI. LESSONS LEARNED

LESSONS LEARNED	SUGGESTION FOR FOLLOW-UP/IMPROVEMENT	RESPONSIBLE
<p>Price-differences surfaced in some districts, which caused delays in procurement and distribution of corrugated galvanized iron sheets.</p>	<p>For the UNDP CERF grant, the Government chose a decentralized procurement approach as it was considered the most expeditious way of providing emergency assistance. However, manpower constraints in the districts administrations and price variations in quotations offered by vendors to different districts caused delays in some districts. When variation in price-quotations from vendors to different district administrations was noticed, the Department of Disaster Management successfully contacted vendors and requested the standard market rate. To minimize delays, a centralized procurement approach by the government/UN could be considered to facilitate faster distribution of relief materials.</p>	<p>UN/ Department of Disaster Management</p>
<p>Having long-term agreement (LTA) with suppliers helps expedite delivery of supplies. For example in the case of UNICEF, the country office and the regional office having LTA with suppliers facilitated the supply divisions to quickly undertake the procurement and delivery of supplies.</p>	<p>Exploring the establishment of common LTAs for relief materials for all UN agencies</p>	<p>UN</p>
<p>Number of beneficiaries reached with CERF support was higher than targeted, thanks to the detailed needs assessment for immediate make-shift shelter and subsequent recovery</p>	<p>The detailed needs assessment conducted by district administrations, based on the Government's decision to provide 100 per cent of the requirement of corrugated galvanized iron sheets to households with category III damage and 50 per cent to households with category II damage, made it possible to increase the number of beneficiaries from the targeted 3,350 to 8,316 individuals. This can be adopted as a good practice, however, the detailed needs assessment need to be conducted as a priority, and in parallel to a centralized procurement process, to avoid delays in distribution of relief support to affected populations.</p>	<p>Department of Disaster Management</p>
<p>Getting disaggregated information on immediate needs is still difficult.</p>	<p>Capacity development of district and sub-district officials related to collection of humanitarian needs data is required. This is planned as in relation to the finalization of the PDNA-tool - a Bhutan Disaster Assessment Tool, developed in 2010-2011.</p>	<p>.UN/ Department of Disaster Management</p>

## ANNEX I. INDIVIDUAL PROJECT RESULTS BY AGENCY

UNDP - SHELTER							
CERF PROJECT NUMBER	11-UDP-011	Total Project Budget	\$ 874,535			<b>Gender Equity</b>  The project helped 8,190 people, of which 4,374 were male and 3,816 were female. Of the total number of beneficiaries, 1,259 were children under the age of 5.	
PROJECT TITLE	Provision of shelter and reinstating critical services	Total Funding Received for Project	\$ 874,535	Individuals	3,350		8,190
STATUS OF CERF GRANT	Ongoing (To be completed by 15 March 2012)	Amount disbursed from CERF	\$ 749,535	Female	-		3,816
				Male	-		4,374
				Total individuals (Female and male)	-		8,190
				Of total, children under 5	-	1,259	
				<b>TOTAL</b>	<b>3,350</b>	<b>8,190</b>	
OBJECTIVES AS STATED IN FINAL CERF PROPOSAL		ACTUAL OUTCOMES				Monitoring and Evaluation Mechanisms	
To provide make-shift shelter, as part of a combined immediate-longer term shelter strategy, by providing corrugated galvanized iron sheets to 3,350 worst affected people in rural households of the most affected districts within three months from the receipt of the grant.		Shelter support provided to 12 of the worst affected districts: <ul style="list-style-type: none"> <li>▪ 45,939 corrugated galvanized iron sheets procured and distributed.</li> <li>▪ 550 intermediate makeshift shelters constructed from CGI-sheets provided.</li> <li>▪ 1,386 most affected households or 8,190 people benefited from corrugated galvanized iron sheets provided for makeshift shelter and longer-term recovery and reconstruction.</li> </ul>				The Government delegated the procurement and distribution of corrugated galvanized iron sheets to the district administration.  Reporting templates were shared before disbursement of funds.  District administrations prepared distribution plans and maintained records in their stock book and submitted updates to Department of Disaster Management through email, letters and telephone.  Two teams comprising of officials from UNDP and UNICEF and the Department of Disaster Management conducted field-monitoring visits in February 2012.	

**UNICEF - EDUCATION & WASH**

CERF PROJECT NUMBER	11-CEF-057	Total Project Budget	\$ 856,000	Gender Equity	
				Individuals	63,800
PROJECT TITLE	UNICEF Support to Humanitarian Action in Bhutan	Total Funding Received for Project	\$856,000	Female	32,300
				Male	31,500
				Total individuals (Female and male)	63,800
				Of total, children under 5	2,400
STATUS OF CERF GRANT	Ongoing	Amount disbursed from CERF	\$856,000	TOTAL	63,800
OBJECTIVES AS STATED IN FINAL CERF PROPOSAL		ACTUAL OUTCOMES			Monitoring and Evaluation Mechanisms
<p>To ensure affected 5,000 households, approximately 25,000 individuals practice good hygiene, use safe drinking water and storage and have blankets for the approaching cold season.</p> <p>To ensure access to temporary safe learning spaces thus ensuring the continuity of education for the affected 45,000 schoolchildren.</p> <p>To provide decent temporary living space for the 500 child monks and nuns to enable them to not only continue their education, sustain healthy and hygienic lifestyles but also protect them from the approaching cold weather.</p>		<p>Emergency family kits provided to affected households:</p> <ul style="list-style-type: none"> <li>5,000 emergency family kits procured and handed over to affected families.</li> <li>Approximately 23,000 individuals benefited from this support.</li> </ul> <p>School tents provided to affected schools/institutions:</p> <ul style="list-style-type: none"> <li>200 school tents procured and distributed<sup>1</sup>.</li> <li>An estimated 40,000 schoolchildren were helped.</li> </ul> <p>Shelter support provided to religious schools and nunneries in four districts:</p> <ul style="list-style-type: none"> <li>8,236 corrugated galvanized iron sheets were procured and distributed to 80 religious schools and nunneries, supporting 800 child monks and nuns.</li> </ul>			<p>Distribution list from UNICEF and Royal Government of Bhutan</p> <ul style="list-style-type: none"> <li>Reports from Department of Disaster Management, Ministry of Education and UNICEF</li> <li>Two teams comprising of officials from UNDP and UNICEF and the Department of Disaster Management conducted field-monitoring visits in February 2012.</li> </ul>

<sup>1</sup> Page 4 explains that: 102 school tents were “directly” distributed and 98 school tents were distributed to the Regional Education Office of East, Central and South Bhutan.



**ANNEX 2. CERF FUNDS DISBURSED TO IMPLEMENTING PARTNERS – NATIONAL AND INTERNATIONAL NGOS AND GOVERNMENT PARTNERS**

CERF PROJECT CODE	CLUSTER/ SECTOR	AGENCY	IMPLEMENTING PARTNER NAME	PARTNER TYPE	TOTAL CERF FUNDS TRANSFERRED TO PARTNER US\$	DATE FIRST INSTALLMENT TRANSFERRED	START DATE OF CERF FUNDED ACTIVITIES BY PARTNER	Comments/ Remarks
11-UDP-011	Shelter	UNDP	Department of Disaster Management, Ministry of Home and Cultural Affairs	Government	700,500	25/11/2011	15/10/2011	DDM started CERF-funded activities following the approval of the CERF grant on 30 September 2011 and receipt of the letter from UNRC to the Royal Government of Bhutan on 5 October 2011, however, funds were released to the Government only after UNDP received request for financial disbursement in the FACE-form.

### ANNEX 3: ACRONYMS AND ABBREVIATIONS (Alphabetical)

CGI-sheets	Corrugated Galvanized Iron sheets
CMT	Crisis Management Team
DDM	Department of Disaster Management, Ministry of Home and Cultural Affairs
NFRI	Non-Food Relief Items
PDNA	Post Disaster Needs Assessment
RGoB	Royal Government of Bhutan
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEDMT	United Nations Environment and Disaster Management Theme Group (Bhutan)
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
WASH	Water, Sanitation and Hygiene