

Budget Increase to Emergency Operation (EMOP) 200298

“Emergency food assistance to the non-refugee population in the Gaza Strip”

Start date: 1 January 2012

End date: 31 December 2014

Cost (United States dollars)			
	Current Budget	Increase	Revised Budget
Food and Related Costs	92,971,253	37,547,108	130,518,361
Cash and Vouchers and Related Costs	23,317,192	5,700,000	29,017,192
Capacity Development & Augmentation	300,000	-	300,000
DSC	11,429,055	1,257,342	12,686,396
ISC	8,961,225	3,115,311	12,076,536
Total cost to WFP	136,978,725	47,619,761	184,598,486

NATURE OF THE INCREASE

1. This budget revision to Emergency Operation (EMOP) 200298 ‘Emergency food assistance to the non-refugee population in the Gaza Strip’ proposes to:
 - temporarily provide food and voucher assistance to an additional 380,000 conflict affected persons following the escalation of conflict starting in July 2014; and,
 - increase the budget by US\$ 47,619,761, to include:
 - a corresponding additional 26,190 MT in food transfers, valued at US\$ 32,800,142; and,
 - additional value-based voucher transfers valued at US\$ 5,450,000

JUSTIFICATION FOR BUDGET INCREASE

Summary of Existing Project Activities

1. WFP mandate is to assist food insecure non-refugee population in the Gaza Strip while the United Nations Relief and Works Agency for Palestinians (UNRWA) provides social assistance and services to registered refugees.¹ During an emergency, WFP and UNRWA in Gaza have agreed to work jointly to assist the conflict affected regardless of refugee status by sharing expertise and resources in line with the global agreement between the two agencies signed in March 2012.
2. The EMOP addresses WFP Strategic Objectives 1 “Save lives and protect livelihoods in emergencies” and 3 “Reduce risk and enable people, communities and countries to meet their own food and nutrition needs.” It supports Millennium Development Goals 1 “Eradicate extreme poverty and hunger” and 2 “Achieve universal primary education.” The EMOP is in line with the Palestinian Authority’s priorities for the Gaza Strip.
3. WFP’s regular assistance provided under this EMOP will continue as far as security and access conditions permit. WFP’s regular assistance includes:

¹ Palestinian Central Bureau of Statistics. *On the Eve of the International Day of Refugees*. June 20, 2014: 580,000 non refugees and 1,118,000 registered refugees.

- **General food assistance (GFA-food):** to 170,000 food-insecure people living below the national deep poverty line and with the highest food consumption gaps;
- **Support to institutions:** to 7,000 individuals in orphanages and other special care institutions through food rations and fortified biscuits.
- **General food assistance using value-based-vouchers (GFA-voucher):** to 50,000 food-insecure people living below the national deep poverty line and with a poor or borderline Food Consumption Score (FCS). Families receive debit cards, valued at US\$ 12.5/person/month, which is the local market value of the food ration, to purchase approved locally-produced basic food items.
- **Combined in-kind/voucher modality:** to 10,000 extremely poor beneficiaries who receive fortified wheat flour equivalent to that provided under the GFA-food modality as well as GFA-voucher valued at US\$ 9/person/month;
- **School Feeding:** to 80,000 schoolchildren in government primary schools to address short-term hunger and boost concentration using locally-produced fortified biscuits complemented by healthy food and nutrition awareness sessions for students and their families.
- **“Nutrition Awareness Campaign”:** for 1,000 female voucher beneficiaries to sensitize participants on appropriate nutritional practices and increase the dietary impact of the voucher programme.

Conclusion and Recommendations of the Re-Assessment

4. The Israeli military operation “Protective Edge” began on 7 July 2014, ending the November 2012 Egyptian-brokered ceasefire between Israel and Hamas. This escalation is marked by intense Israeli airstrikes responding to rockets launched from Gaza.
5. The daily intensive bombardment of Gaza has resulted in the deaths of nearly 2000 Palestinians,² with civilians representing the majority of those whose status and identity has been verified. Children and women have borne the brunt of the emergency, nearly 700 civilian deaths have been recorded.³ Hundreds of homes and other civilian buildings, such as schools, have been destroyed or severely damaged in Gaza, and more than 485,000 Palestinians have been displaced as a result. This is the third serious escalation of hostilities in recent years with the two previous crises in 2009 and 2012.
6. WFP through the Food Security Sector will conduct several assessments which are planned in the coming period to determine the impact of the conflict and the resulting humanitarian relief requirements. An inter-cluster multi-indicator rapid assessment is scheduled to take place mid-August, a comprehensive damage assessment will be completed in early September, the food security sector will launch an emergency food security and agricultural assessment immediately following the cessation of hostilities, and the annual socio-economic and food security assessment is scheduled to take place at the end of 2014; collectively, these results will inform WFP’s future plans and early recovery program design.

Purpose of Budget Increase

7. To meet the increased food security needs of the conflict affected population, WFP is responding with temporary emergency food assistance to all displaced families for the estimated two month conflict and will provide one to two months support to returning families after the cessation of hostilities to assist with the rebuilding of livelihoods. Conflict-affected households will receive

² OCHA Gaza emergency situation report, 15 August

³ ibid

emergency assistance designed for the new circumstances of being displaced or having livelihoods impacted. The emergency assistance will be provided, regardless of refugee status—in collaboration and agreement with UNRWA, FAO and other food security sector partners providing complementary assistance—to:

- **IDPs in shelters:** provide assistance to 350,000 displaced persons in shelters managed by UNRWA and the UN Office for the Coordination of Humanitarian Affairs (OCHA) to meet minimum daily caloric requirements. Food assistance will be provided to all registered and verified persons, regardless of refugee status, under the coordination of OCHA, with consideration of the composition of the affected population (by age and gender), availability of cooking facilities, water and fuel. Beneficiaries will receive emergency assistance over four months during their displacement and return. For the first two months of assistance, beneficiaries will receive ready-to-eat emergency food rations. Security permitting, after the cessation of hostilities, in the third month they will receive a take home repatriation voucher, and in the fourth month WFP will provide a recovery voucher to a selected 45,220 non-refugees IDPs not receiving regular WFP food assistance whose houses have been partially or fully destroyed.⁴ Returnee families who will require longer-term food assistance support will be eligible for additional emergency food assistance while applying for WFP's ongoing regular food assistance programs through the national social safety net system.
 - **IDPs in host communities:** provide two months of US\$ 12.5 per person per month vouchers during the conflict followed by a one month take home voucher to 15,000 persons registered and cross-checked through OCHA's IDP lists. The provision of vouchers has been shown to mitigate domestic violence against women and children and negative coping strategies, which are of particular protection concern in the aftermath of violent conflict, particularly with IDPs and overcrowded households.⁵ WFP and its partner Oxfam GB have a real-time monitoring system to ensure the voucher system remains functional, and to solve any issues as they arise. As a backup if the system cannot function, in-kind food will be provided.
 - **Hospitals:** provide ready-to-eat and bulk rations for two months to 5,000 people in hospitals affected by and responding to the conflict with a particular focus on vulnerable persons including elderly, widowed women, female headed households, orphaned children and health workers.
 - **Persons whose livelihoods have been destroyed:** provide two months of emergency food vouchers, followed by an additional one month voucher, of US\$ 12.5 per person, to 10,000 persons who have been deprived of their livelihoods as a result of the conflict, such as fishermen and farmers as identified, targeted and assisted by food security sector partners. Rehabilitation of livelihoods will be done with involvement and consultation of men and women in projects; capitalizing on social networks and community support; with consideration of women's roles in agriculture, labor, and unpaid work.
8. To complement WFP's emergency food assistance, WFP and UNICEF have launched a joint emergency programme to provide essential water and sanitation assistance to IDPs in host communities. UNICEF contributes US\$ 65 per household added to the WFP food assistance voucher card given to displaced families living with host families to cover their expenses of water, sanitation, and hygiene items.

⁴ 45,220 figure based on assumption that of the peak number of IDPs registered in shelters (375,000), 33 percent of Gaza population is non-refugee (PCBS statistics) of which 40% are not receiving regular food assistance and will require additional assistance.

⁵ WFP Palestine. *Implications of cash and voucher transfers on beneficiaries' protection, gender relations and social dynamics*. May 2012

9. In support of the current emergency phase and in preparation for the return phase of the crisis following the cessation of hostilities, WFP's information management platform will receive and manage data and integrate it onto a map-based dashboard. The data collected on the ground using mobile devices will include food security rapid assessments, market assessments, shelter and infrastructure assessments (in support of the shelter cluster) and agricultural assessments (in collaboration with the food security sector) performed using online/offline mobile devices. This will be done through: deployment of a net-based collaborative information platform on the WFP server; preparation of data collection forms; procurement of mobile devices; and, operational maps prepared and published on a shared net-based information management platform.

TABLE 1: BENEFICIARIES BY COMPONENT AND ACTIVITY⁶

Activity	Category of beneficiaries	Current			Increase / Decrease			Revised		
		Boys / Men	Girls / Women	Total	Boys / Men	Girls / Women	Total	Boys / Men	Girls / Women	Total
General food assistance (GFA-Food)	food-insecure beneficiaries	86,842	83,158	170,000	0	0	0	86,842	83,158	170,000
General food assistance (GFA-voucher)	food-insecure beneficiaries	25,773	24,227	50,000	0	0	0	25,773	24,227	50,000
Combined in-kind/voucher	food-insecure beneficiaries	4,704	5,296	10,000	0	0	0	4,704	5,296	10,000
Support to institutions	food-insecure beneficiaries	3,681	3,319	7,000	0	0	0	3,681	3,319	7,000
School feeding	schoolchildren in non-refugee public primary schools	39,544	40,456	80,000	0	0	0	39,544	40,456	80,000
Subtotal of regular component excluding overlap⁷		144,726	140,274	285,000	0	0	0	144,726	140,274	285,000
Beneficiaries under the emergency component										
General food assistance (GFA-Food)	IDPs in shelters	0	0	0	177,811	172,189	350,000	177,811	172,189	350,000
General food assistance (GFA-voucher) ⁸	Returnees	0	0	0	177,811	172,189	350,000	177,811	172,189	350,000
General food assistance (GFA-voucher)	IDPs in host communities-	0	0	0	7,621	7,379	15,000	7,621	7,379	15,000
General food assistance (GFA-voucher)	Persons whose livelihood has been destroyed	0	0	0	5,081	4,919	10,000	5,081	4,919	10,000
Support to institutions	Hospitals	0	0	0	2,540	2,460	5,000	2,540	2,460	5,000
Subtotal of emergency component excluding overlap		0	0	0	193,053	186,947	380,000	156,131	151,194	307,325 ⁹
TOTAL beneficiaries excluding overlap		144,726	140,274	285,000	193,053	186,947	380,000	300,857	291,468	592,325

⁶ Total number of beneficiaries receiving vouchers is 435,000 persons

⁷ It is estimated that approximately 40 percent of school feeding beneficiaries are also beneficiaries of GFA-food, GFA-voucher or combined in-kind/voucher modalities. To avoid beneficiary double-counting, this overlap is taken into consideration in calculating the total beneficiary number

⁸ The IDPs in shelter will receive two months of food followed by one to two months of vouchers. To avoid beneficiary double-counting, this beneficiary caseload is only counted once

⁹ An overlap of 19.3% has been deducted from the 375,000 IDPs receiving emergency assistance in shelters, IDPs in host families, and conflict affected beneficiaries to account for the non-refugee IDPs who are already part of WFP's regular component caseload.

10. The logistics operation in support of Gaza will rely on three possible corridors: (1) Internationally purchased commodities enter Gaza through the port of Ashdod in Israel. All the containers destined for Gaza Strip are transported to Ashkelon Warehouse for palletisation (pallet being the only form of packing allowed at the crossing points to Gaza); (2) Regional purchase in Egypt, where the logistics team with support from the Regional Bureau will try to open the Rafah corridor into Gaza or alternatively move it from Egypt through Israel and then into Gaza; (3) Finally, and most importantly for this Budget Revision, is the local purchase of ready-to-eat commodities that primarily will be sourced in the West Bank. The food suppliers will deliver up to the Gaza entry point, while WFP will handle the transport from the border into EDPs in Gaza.

11. The regular rations and voucher transfers have not changed and are reiterated in Table 2a below. The emergency food assistance rations and vouchers are detailed in table 2b.

TABLE 2a: REGULAR ASSISTANCE DAILY FOOD RATION/ TRANSFER BY ACTIVITY (person/day)					
Commodity Type/ Voucher	General food assistance (g)	Support to institutions (g)	School feeding (g)	Voucher (US\$)	Combined in- kind/Voucher
Cereals (fortified wheat flour)	422	422			422
Pulses (chickpeas)	23	23			
Vegetable oil	30	30			
Iodized salt	6	6			
Sugar	25	25			
Date bars (fortified)		60	60		
Total Voucher (US\$) / month				12.5	9
Total Food (g)	506	566	60		422
<i>Total kcal/day</i>	<i>1 926</i>	<i>2 184</i>	<i>258</i>		<i>1 926</i>
% Kcal from protein	11%	15.8%	4.8%		11%
% Kcal from fat	17.6%	24.8%	7.2%		17.6%
Number of feeding days per year	365	365	173	365	365

TABLE 2b: EMERGENCY ASSISTANCE FOOD RATION/ TRANSFER BY ACTIVITY

(person/day)

Commodity Type/ Voucher	General food assistance to IDP's in shelters (g)	Return package to IDP's in shelters (US\$)	IDPs in host communities (US\$)	General food assistance (ready to eat foods) to hospitals (g)	General food assistance to hospitals (g)	Livelihood support to conflict affected families (US\$)
Canned Meat	133			133		
Canned Beans	66.66			66.66		
UHT milk	250			250		
Canned Fish	30			30		
Bread (wheat flour) ¹⁰	450			450	450	
HEB	40			40		
Pulses					23	
Veg. Oil					30	
Sugar					25	
Salt					6	
Total Voucher (US\$)/month¹¹		12.5	12.5			12.5
Total Food (g)	970			970	534	
<i>Total kcal/day</i>	<i>2126</i>			<i>2126</i>	<i>1624</i>	
% Kcal from protein	18.4%			18.4%	9.6%	
% Kcal from fat	22.2%			22.2%	22.4%	
Number of feeding days per year	60	30	60	60	60	90

¹⁰ The beneficiary ration is 450 g of bread, while commodity calculations are based on wheat flour tonnage requirements for arrangements with local bakeries for bread production

FOOD REQUIREMENTS

TABLE 3: FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY

		Food requirements (mt) Cash/voucher (US\$)		
Activity	Commodity (mt) / voucher (US\$)	Current Jan 2012 – December 2014	Increase	Revised total
General food assistance	Commodity	106,720	0	106,720
	Voucher (US\$)	22,136,333	0	22,136,333
Support to institutions	Commodity	4,323	0	4,323
School feeding	Commodity	2,337	0	2,337
Contingency Stock	Commodity	2,537	0	2,537
Emergency support to IDPs in shelters	Commodity	0	25,809	25,809
	Voucher (US\$)	0	4,963,200	4,963,200
Emergency support to IDPs in host communities	Voucher (US\$)	0	396,000	396,000
Emergency support to hospitals	Commodity	0	381	381
Emergency livelihood support to conflict affected families	Voucher (US\$)	0	396,000	396,000

Hazard / Risk Assessment and Preparedness Planning

12. The security situation and conflict is a major risk factor for beneficiaries' safety and that of WFP's operations. To safeguard beneficiaries' physical safety and to address the concerns they have raised as much as possible during the active conflict, WFP has considered and is addressing the protection and safety concerns of beneficiaries, especially IDPs in host communities. For this reason, WFP is opening new shops participating in the voucher modality close to concentrations of displaced persons, removing restrictions on which shop beneficiaries can redeem their voucher, and is providing direct delivery of ready to eat foods to displaced persons to minimise the need for movement outside shelters.
13. WFP faces risks in rapidly procuring food due to customs clearance. It is rapidly attempting to procure food from multiple sources and to establish multiple logistics pipelines to mitigate this risk.

14. For WFP and partner staff working within the Gaza Strip, all movement is in armoured vehicles only in areas approved and pre-coordinated with the United Nations Department of Safety and Security (UNDSS). WFP strictly adheres to all United Nations security guidance and minimum operational security standards.

Approved by:

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Date:

Date:

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
<i>Food Transfers</i>	-	-	
Cereals	14,196	5,962,274	
Pulses	1,427	2,431,999	
Oil and fats	9	10,714	
Mixed and blended food	852	1,576,200	
Others	9,707	22,818,955	
Total Food Transfers	26,190	32,800,142	
External Transport		501,984	
LTSH		3,878,013	
ODOC Food		366,969	
Food and Related Costs ¹²			37,547,108
C&V Transfers		5,450,000	
C&V Related costs		250,000	
Cash and Vouchers and Related Costs			5,700,000
Capacity Development & Augmentation			-
<i>Direct Operational Costs</i>			43,247,108
Direct support costs (see Annex I-B)			1,257,342
Total Direct Project Costs			44,504,450
Indirect support costs (7,0 percent) ¹³			3,115,311
TOTAL WFP COSTS			47,619,761

¹² This is a notional food basket for budgeting and approval. The contents may vary.

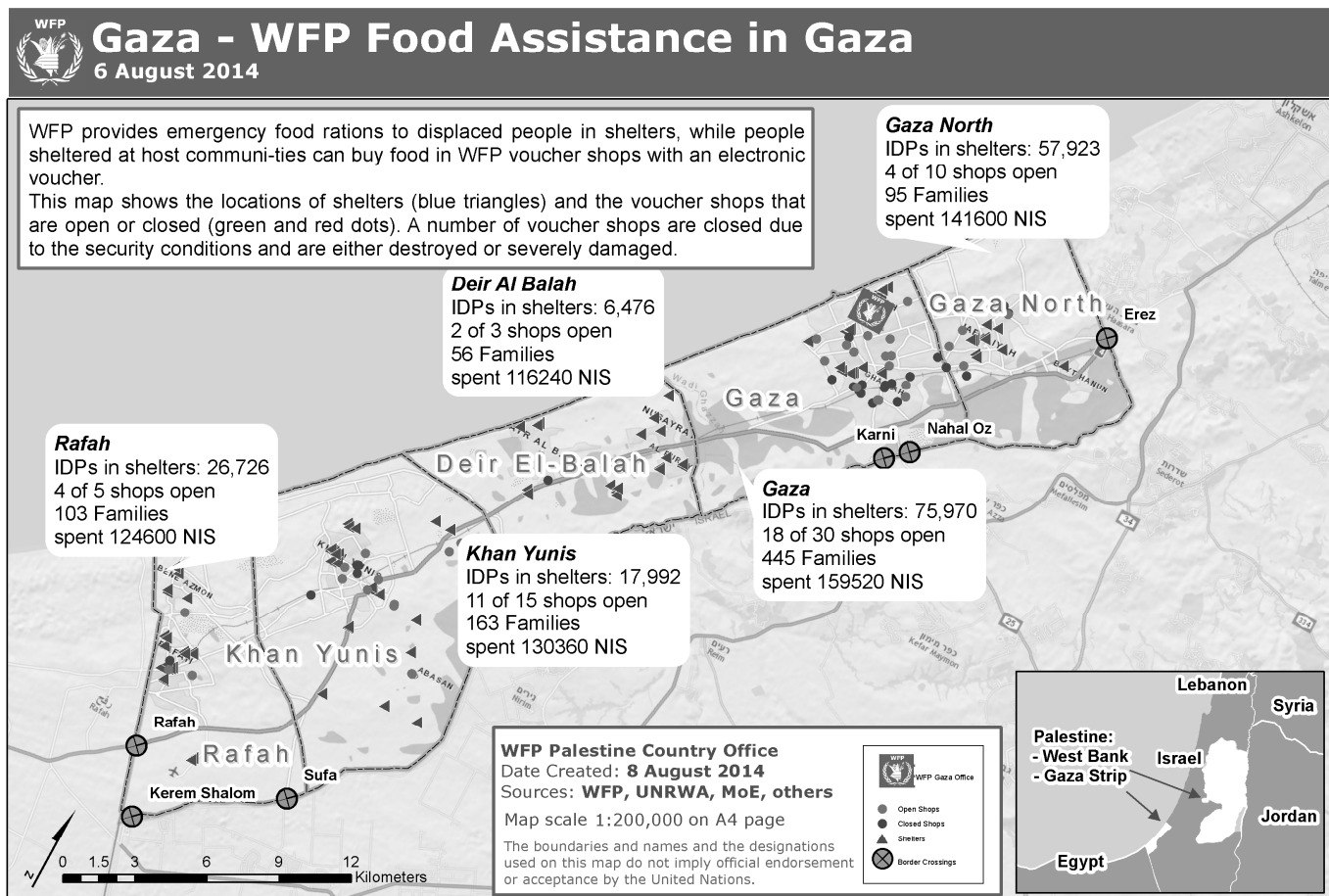
¹³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
WFP Staff and Staff-Related	
Professional staff *	105,470
General service staff **	-
Danger pay and local allowances	112,094
Subtotal	217,564
Recurring and Other	170,000
Capital Equipment	590,000
Security	100,600
Travel and transportation	125,000
Assessments, Evaluations and Monitoring¹	50,000
TOTAL DIRECT SUPPORT COSTS	1,257,342

¹ Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.

MAP



ACRONYMS USED IN THE DOCUMENT

FCS – FOOD CONSUMPTION SCORE

GFA – GENERAL FOOD ASSISTANCE

IDP – INTERNALLY DISPLACED PERSON

OCHA – UNITED NATIONS OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS

UNDSS – UNITED NATIONS DEPARTMENT OF SAFETY AND SECURITY

UNRWA - UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINIAN