

**BUDGET REVISION TO EMERGENCY OPERATION 200042
EMERGENCY RESPONSE TO THE DROUGHT
IN THE NORTH-EAST OF SYRIA**

	Cost (United States dollars)		
	Current budget	Increase	Revised budget
Food cost	20,842,877	12,004,486	32,847,363
External transport	1,881,834	1,197,556	3,079,390
LTSH	1,483,206	1,363,620	2,846,826
ODOC	516,716	159,035	675,751
DSC	1,473,224	725,132	2,198,356
ISC (7 percent)	1,833,850	1,081,488	2,915,338
Total cost to WFP	28,031,706	16,531,316	44,563,023

NATURE OF THE REVISION

1. This budget revision is an extension-in-time of 5 months from 1 January to 31 May 2011, until the next harvest, with increased food to allow the continuation of:
 - General food distribution (GFD) for 300,000 beneficiaries whose diet remains severely deficient due to drought; and
 - Blanket supplementary feeding (BSF) for 2,500 children under 2 in a pilot district to prevent an increase in global acute malnutrition (GAM) in a context of high stunting, which increases children's vulnerability to malnutrition.
2. Supplementary feeding for 2,000 pregnant and lactating women and 3,500 children under 5 with moderate acute malnutrition will be suspended due to relatively low GAM rate and potential take-over by government services. However, the nutritional quality of the GFD ration will be enhanced with the inclusion of wheat-soya blend (WSB).
3. The revision entails a total cost for WFP of US\$16.5 million.

JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

Summary of Existing Project Activities

4. A prolonged drought (4 consecutive years since 2006) has led to continued food insecurity in the north-east of Syria and to the exhaustion of traditional coping mechanisms among the chronically vulnerable and poor population. WFP launched an emergency operation (EMOP 200042) in December 2009 to assist 300,000 most vulnerable people among an estimated 1.3 million drought-affected people in Raqqa, Hassakeh and Der az Zor governorates.



5. The EMOP addresses WFP Strategic Objective 1 (“Save lives and protect livelihoods in emergencies”) and Strategic Objective 5 (“Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase”). The EMOP aims to: a) ensure an adequate and balanced food intake for small-scale farmer and herder households and reduce their negative coping strategies; and b) enhance national capacities to respond to food security crises. It also contributes to Millennium Development Goal 1 (“eradicate extreme poverty and hunger”). The specific objectives are to prevent further reductions in the quantity and quality of food consumed, as well as to decrease and prevent morbidity and mortality associated with child malnutrition. In addition to general food distributions (GFD), blanket supplementary feeding (BSF) has been provided to 2,500 children under 2 and 2,000 pregnant and lactating women, and targeted supplementary feeding to 3,500 children with moderate acute malnutrition in a pilot district (Al Shadadi) of Al Hassakeh governorate, as part of a “One-UN” project under the United Nations 2009-2010 Syria Drought Response Plan.
6. The start of the EMOP was delayed due to late receipt of contributions, requiring a postponement of GFD initiation until March 2010 and initiation of supplementary feeding activities in June 2010. Given that the funding available in 2010 was not sufficient to address the planned 300,000 beneficiaries, the target population was re-prioritized to 215,000 beneficiaries. The EMOP was extended until December 2010 to address the continued requirements for GFD to 215,000 beneficiaries and nutrition interventions for the 8,000 children and pregnant/lactating women.
7. FAO, the United Nations Children’s Fund (UNICEF) and the International Office for Migration (IOM) have implemented projects for the drought-affected population. Under the United Nations 2009-2010 Syria Drought Response Plan, FAO has distributed fodder to herders and seeds to farmers, while UNICEF in coordination with WFP has provided treatment for children under 5 with severe acute malnutrition children in Al Shadadi district.

Conclusion and Recommendations of the Re-Assessment

8. In June 2010, a pre-harvest assessment mission by the Food and Agriculture Organization of the United Nations (FAO), WFP and the Government concluded that households living in the north-east of the country remained food-insecure and vulnerable. The main wheat and barley crops failed for about 30–40 percent of farmers in this part of the country. The consecutive drought years have been characterized by irregular rainfall and drastic changes in temperatures and were exacerbated in 2010 by yellow rust disease on cereal crops. Herders lost 50-80 percent of their livestock during the 2006-2009 drought years, especially in Der az Zor governorate, and the assessment mission observed only limited recovery in 2010.
9. The preliminary results of an emergency food security and nutrition assessment (EFSNA) conducted in October 2010 confirmed that there was no improvement in the humanitarian situation compared with previous years. On the contrary, food insecurity had spread to additional areas. A quarter of the rural population in the five assessed governorates (Al-Hassakeh, Der az Zor, Hama, Idleb and



Raqqa) are severely food-insecure, as shown by their poor diet¹ (mainly bread, sugar and tea) and very low income (less than 11,000 Syrian pounds² per month, equivalent to US\$1/person/day for a 8-member family) which limits economic access to food. Half of the rural population are moderately food insecure, with a slightly more diversified diet but lacking essential minerals and vitamins, and with low income (between 11,000-20,000 Syrian pounds per month, equivalent to US\$1-1.8/person/day). The prevalence of food insecurity has remained high in the three governorates targeted by the EMOP: 46 percent in Raqqa, 27 percent in Al Hassakeh and 25 percent in Der az Zor. Food insecurity was 14 percent in Idleb and 11 percent in Hama.

10. In terms of agro-ecological zones (AEZs), the prevalence of food insecurity was the highest in the two AEZs that include the three governorates targeted by the EMOP: AEZ 4 with 37 percent food-insecure rural households, and AEZ 5 with 28 percent food-insecure households (see map in Annex IV). Of the populations in these two zones (150,000 and 1,100,000 respectively) between 300,000-350,000 people are estimated to be food-insecure. Additional analyses, together with the June 2010 pre-harvest mission results, will further refine the number of people in need of food assistance and a planning figure of 300,000 beneficiaries is used for this budget revision.
11. The EFSNA indicates that 37 percent of the food-insecure households are farmers and 33 percent are herders. There has been no change in the size of sheep/goat herds kept by households between 2009 and 2010 owing to sufficient rainfall in pasture areas; however, the cattle herd size has decreased by 50 percent. About 80 percent of households are indebted, mainly to purchase food, including 72 percent with debts lasting for over 12 months.
12. Local markets face seasonal food shortages and high price volatility of non-cereal commodities (cereal prices are centrally controlled by the Government). Farmer and herder focus group discussions during the EFSNA indicated a slight increase of the price of bread this year.
13. The nutrition survey included in the EFSNA found a global acute malnutrition (GAM) rate among children under 5 of 7.8 percent, including 5.9 percent “moderate” and 1.9 percent “severe”.³ Stunting was 41.2 percent for children under 5 and reached 47.6 percent among children under 2. Access to health centres remains poor and vaccination coverage is still inadequate.

Purpose of Extension and Budget Increase

14. The extension-in-time will enable WFP to provide emergency food assistance to households which have not been able to recover from the previous droughts and to households affected by the 2010 crop failure, for a five-month period until the next harvest expected in mid-2011.⁴ A pre-harvest mission and a follow-up

¹ A “poor” diet corresponds to a food consumption score (FCS) below 21 and a “borderline” diet to a FCS between 21 and 35.

² One US\$ equals 46.1 Syrian pounds at the December 2010 United Nations official exchange rate.

³ Confidence intervals: for moderate acute malnutrition (3.1-10 percent) and for severe acute malnutrition (1.1-3.1 percent).

⁴ The main harvest is normally between April-July.



EFSAs are planned in May 2011 to ascertain changes in food security and a forecast for the following months.

15. The most food-insecure and vulnerable households in the areas of highest prevalence of food insecurity - Raqqa, Al Hassakeh and Der az Zor governorates in AEZ 4 and 5 - will be targeted in close coordination with the Government, based on harvest and livestock losses and the use of negative coping mechanisms (such as reducing the number of meals, sending children to work, and abnormal migration to find work - including women migrating during the harvest season). Planned beneficiaries will include:
 - the small-scale farmers (less than 0.5 ha cultivated) who have not recovered from recent successive droughts;
 - the 30-40 percent of farmers who have lost their wheat or barley crops in 2009/2010; and
 - the herders who have not yet recuperated from their livestock losses.
 The beneficiary planning figure is 300,000 but targeting criteria and numbers will be refined upon finalization of the analysis of the October 2010 EFSNA.
16. Beneficiaries will receive a food ration designed to complement their poor diet, which will provide 1,770 kcal/person/day (approximately 84 percent of standard kilocalorie requirements). The nutritional quality of the ration will be enhanced by the inclusion of wheat-soya blend (see table 3). Food rather than cash is the preferred modality of assistance given the seasonal food shortages and high price volatility of non-cereal commodities in local rural markets. Furthermore, there would be a risk of highly indebted households using cash to reimburse their debts instead of immediately improving their diet. WFP's in-kind distributions are not expected to adversely affect markets because there is low domestic production of cereals and price control by the Government.
17. Given the relatively low GAM rates, targeted supplementary feeding for children with moderate acute malnutrition will be suspended. WFP will collaborate with UNICEF to increase the capacity of the Ministry of Health to address moderate acute malnutrition among children under 5.
18. However, BSF will continue for 2,500 children under 2 with ready-to-use supplementary food (Nutrigrain[®])⁵ in the pilot district of Al Shadadi in Al Hassakeh governorate. Most of the district's area (80 percent) is located in AEZ 5 with 28 percent food-insecure households and the remaining area (20 percent) is in AEZ 4 with 37 percent of food-insecure households. The intervention aims at preventing an increase of GAM rate in a context of high stunting rates, which increase children's vulnerability to acute malnutrition.

⁵ Nutrigrain[®] is a nutritional supplement in the form of a ready-to-use paste, intended to fortify the food supplements of young children, aged between 6-24 months, and aid in their motor and cognitive development. This EMOP has also used Plumpy'doz[®] a ready-to-use supplementary food that was originally developed to reduce the incidence of acute malnutrition during at-risk periods such as the lean season. Plumpy'doz[®] is particularly suited to children aged between 6-36 months.



TABLE 1: BENEFICIARIES BY ACTIVITY				
Activity	Category of beneficiaries	Current (2010)	Increase	Revised (2011)
General Food Distribution	Farmers/Herders and household members	300,000	0	300,000
Supplementary Feeding	Children <2 years	2,500	0	2,500
	Children 2-5 years	3,500	-3,500*	0
	Pregnant and lactating women	2,000	-2,000*	0
TOTAL **		300,000		300,000

*There will be no need for a special supplementary ration for these groups because WSB has been added to the food basket for all the households under GFD.

** Total number of beneficiaries excluding overlapping (supplementary feeding beneficiaries also receive GFD).

TABLE 2: BENEFICIARIES BY SEX AND BY AGE			
Age (years)	Male	Female	Total
Under 5	24,150	23,003	47,153
5 -19	62,698	59,368	122,066
Adults above 19	66,323	64,458	130,781
Total	153,171	146,829	300,000

TABLE 3: REVISED DAILY FOOD RATION BY ACTIVITY (g/person/day)				
	Activity 1 General Food Distribution		Activity 2 Blanket Supplementary Feeding	
	Current	Revised	Current	Revised
Cereals	290	290		
Wheat Soya Blend		50		
Pulses	85	75		
Vegetable Oil	30	30		
Salt	5	5		
Ready-to-Use Supplementary Food (Nutributter®)			20	20
TOTAL	410	450	20	20
Total kcal/day	1,580	1,770	108	108
Number of feeding days per month	30	30	30	30



FOOD REQUIREMENTS

19. The change in food requirements for the extension-in-time of the EMOP are shown below in table 4. The food costs and associated costs are detailed in annexes IA and IB.

TABLE 4: FOOD REQUIREMENTS BY ACTIVITY				
Activity		Food requirements (mt)		
	Commodity type	Current	Increase	Revised total
GFD	Cereals	26,252	13,095	39,347
	Pulses	7,502	3,375	10,877
	Vegetable Oil	2,767	1,382	4,149
	Iodized salt	376	188	564
	Dates	600	-	600
	Wheat-Soya Blend	-	2,250	2,250
Supple- mentary Feeding	Wheat-Soya Blend	278	-	278
	Sugar	30	-	30
	Vegetable Oil	50	-	50
	Ready-to-Use Supplementary Food (Plumpy'doz [®])	28	-	28
	Ready-to-Use Supplementary (Nutributter [®])	4	8	12
	Dates	36	-	36
TOTAL		37,923	20,298	58,221

RECOMMENDATION

20. The Executive Director and Director-General of FAO are requested to approve the proposed budget revision to extend EMOP 200042 "Emergency response to the drought in the north-east of Syria" by 5 months and increase the budget by US\$16.5 million (from US\$28 million to US\$44.5 million).

APPROVAL

 Josette Sheeran
 Executive Director, WFP

 Jacques Diouf
 Director-General, FAO

Date:

Date:



ANNEX I-A

BUDGET INCREASE COST BREAKDOWN			
Food ⁶	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	13,095	400	5,238,000
Pulses	3,375	900	3,037,500
Oil and fats	1,382	1,695	2,342,490
Mixed and blended food	2,258	608	1,372,960
Others	188	72	13,536
Total food	20,298		12,004,486
Cash transfers			-
Voucher transfers			-
Subtotal food and transfers			12,004,486
External transport			1,197,556
Landside transport, storage and handling			1,363,620
Other direct operational costs			159,035
Direct support costs ⁷ (see Annex I-B)			725,132
Total WFP direct costs			15,449,828
Indirect support costs (7.0 percent) ⁸			1,081,488
TOTAL WFP COSTS			16,531,316

⁶ This is a notional food basket for budgeting and approval. The contents may vary.

⁷ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

⁸ The indirect support cost rate may be amended by the Board during the project.



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	158,313
International general service staff	-
Local staff - national officers	25,067
Local staff - general service	81,883
Local staff - temporary assistance	102,332
Local staff – overtime	-
Hazard pay and hardship allowance	-
International consultants	37,500
Local consultants	-
United Nations volunteers	-
Commercial consultancy services	-
Staff duty travel	162,546
Subtotal	567,640
Recurring expenses	
Rental of facility	39,129
Utilities	36,820
Office supplies and other consumables	6,838
Communications services	9,780
Equipment repair and maintenance	2,625
Vehicle running costs and maintenance	25,200
Office set-up and repairs	1,400
United Nations organization services	-
Subtotal	121,792
Equipment and capital costs	
Vehicle leasing	35,700
Communications equipment	-
Local security costs	-
Subtotal	35,700
TOTAL DIRECT SUPPORT COSTS	725,132

ANNEX II Logical Framework

<i>Results-Chain (Logic Model)</i>	<i>Performance Indicators</i>	<i>Risks, Assumptions</i>
STRATEGIC OBJECTIVE 1: “Save lives and protect livelihoods in emergencies”		
Outcome 1.1: Adequate food energy consumption over assisted period for targeted beneficiaries is ensured. (“Improved food consumption over assistance period for target households”)	1.1.1 Percentage of households with a low, borderline or acceptable Food Consumption Score. 1.1.2 Proportion of beneficiary household expenditures devoted to food. Means of verification: EFSA and WFP Monitoring and Evaluation (M&E).	<ul style="list-style-type: none"> • Adequate provision of basic services by partners and/or Government (drinking water and health services). • 2010-11 raining season allows farmers and herders to resume their usual livelihoods. • No additional external shocks that further endanger access to food (such as rising food and fuel prices, global financial crisis, further cut of subsidies, etc.). • Government authorization to undertake a follow-up EFSA.
Output 1.1: Timely provision of food rations to targeted households is distributed.	1.1.1 Actual total number of beneficiaries receiving WFP food assistance as a percentage of planned beneficiaries by geographical area and sex. 1.1.2 Actual number of beneficiaries receiving WFP food assistance through school-aged children in primary school in Al Shadadi district. 1.1.3 Actual quantity of food (mt) distributed to the beneficiaries as a percentage of planned distributions by commodity. Means of verification: EFSA and WFP M&E.	<ul style="list-style-type: none"> • Timely availability of all food commodities in food baskets. • Accurate targeting of the most food insecure households along WFP criteria. • Sufficient Government transport, storage and distribution capacity. • Continuous supply, transport and distribution of food basket commodities by the implementing partner.
Outcome 2: Reduced adoption of negative coping strategies.	2.1 Coping Strategy Index - Target < 50% of households reducing number of meals. Means of verification: EFSA and WFP M&E.	Similar to outcome 1.
Output 2.1: Increased number of drought-related displaced households returning to their place of origin.	2.1.1 Number of drought-related displaced households returning to their place of origin 2.1.2 Reduction of drop-outs measured in numbers	Similar to output 1.1.

Output 2.2: A more balanced daily food ration.	Means of verification: 2.2.1 WFP M&E and data from humanitarian assistance actors (IOM, central and regional Government institutions). 2.2.2 WFP M&E, Ministry of Education and General Badia Commission. 2.2.3 Dietary Diversity: targeted households consume at least four food groups per day.	
Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
STRATEGIC OBJECTIVE 5: “Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase”		
Outcome 5.1: Increased government capacity to plan and manage food emergency programmes. (“Broader national policy frameworks incorporated hunger solutions”)	5.1 Percentage increase in government funding for hunger solution tools in national action plans.	<ul style="list-style-type: none"> • Adequate Government Policy Framework. • Availability of government institutions. • Sustainable involvement in the delivery of food assistance.
Output 5.1: Provision of capacity-building assistance to government entities involved in food emergency programmes. (“Developed capacity and awareness through WFP-organized actions/training”)	5.1.1 Number of government counterpart staff trained under WFP technical assistance. Means of verification: Training and assessment participation lists.	<ul style="list-style-type: none"> • Availability of government staff. • Adequate training conducted. • Successful hand-over and phase-out.
Outcome 5.2: Enhanced government capacity to respond to food security crisis.	5.2.1 Availability of relevant data to enable government decisions on drought mitigation.	<ul style="list-style-type: none"> • Adequate government institutional framework.
Output 5.2: Government early warning system revitalized and empowered to perform task as food security.	5.2.1 A functioning monitoring system of food security which includes household level component. 5.2.2 Number of government counterpart staff trained under WFP technical assistance. 5.2.3 List of generated reports. Means of verification: Training and assessment participation lists.	<ul style="list-style-type: none"> • Successful hand-over and phase-out.

ANNEX III - LIST OF ACRONYMS USED IN THE DOCUMENT

AEZ	agro-ecological zone
BSF	blanket supplementary feeding
DSC	direct support costs
EFSA	emergency food security assessment
EFSNA	emergency food security and nutrition assessment
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
Food INS	Food insecurity (map)
FCS	food consumption score
GFD	general food distribution
IOM	International Organization for Migration
ISC	indirect support costs
LTSH	landside transport, storage and handling
M&E	monitoring and evaluation
ODOC	other direct operational costs
UNICEF	United Nations Children's Fund
US\$	United States dollar
WFP	United Nations World Food Programme
WSB	wheat-soya blend

ANNEX IV: MAP “EMERGENCY RESPONSE TO THE DROUGHT IN THE NORTH-EAST OF SYRIA” (EMOP 200042 BUDGET REVISION)

