

Emergency Operation Occupied Palestinian Territory 10817.0

Title: “Emergency Food Assistance for Operation Lifeline Gaza”

Duration:	12 months (20 January 2009 – 19 January 2010)
Number of beneficiaries:	365,000
WFP food tonnage:	73,334
WFP food cost:	US\$47,227,918
Total cost to WFP:	US\$77,837,641

EXECUTIVE SUMMARY

A sharp escalation in hostilities in the Gaza Strip since the end of December has generated a humanitarian crisis as the majority of the Palestinian population is unable to access essential food and other basic services. Internal movement into and within the Gaza Strip is severely challenged. Limited humanitarian assistance has been able to cross into Gaza from Israel. The humanitarian situation in the Gaza Strip was already fragile before the recent offensive as there had been an 18-month-long blockade of the Gaza Strip.

Food shortages include wheat flour, the major staple, while prices of other foods have increased dramatically. Public health is a major concern: there are shortages of water and sewage works are unable to function due to lack of electricity. The limited supply of cooking gas and water is hampering food preparation. It is estimated that the incidence of moderate and acute malnutrition in young children has increased since the end of December.

WFP’s relief activities are an integral part of United Nations Consolidated Appeal for the Occupied Palestinian Territory. The Appeal is being updated in line with increased humanitarian requirements in Gaza Strip. Since the end of December, WFP has been responding through its on-going protracted relief and recovery operation for the Occupied Palestinian Territory and an immediate-response emergency operation (IR-EMOP). The IR-EMOP is being used to procure emergency supplies of nutritious date bars and other ready-to-eat food to assist populations during moments when they are unable to access sufficient water and cooking gas to prepare meals. Building on these efforts, emergency requirements for 2009 are presented in this emergency operation (EMOP).

WFP will target food assistance to the non-refugee population, which constitute 33 percent of the population in the Gaza Strip of 1.4 million. The humanitarian needs of the refugee population are primarily addressed by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). Among non-refugees, WFP plans to assist 365,000 for 2009 and is prepared to expand food assistance further if needed. The targeted beneficiaries are social hardship cases, vulnerable groups, internally displaced people, farmers and school children.

WFP’s main objectives for this EMOP are to:

- Meet urgent needs and improve food consumption for conflict-affected people (WFP Strategic Objective 1 “Save lives and protect livelihoods in emergencies”) through the timely provision of food rations and food vouchers.
- Maintain enrolment of girls and boys, including internally displaced people and refugees in assisted schools at pre-crisis levels (WFP Strategic Objective 3 “Restore and rebuild lives and livelihoods in post conflict situations”) through school feeding coverage.

WFP is also engaging with United Nations agency partners and others to identify what support it may provide to meet urgent water and cooking gas requirements while efforts continue to restore these essential services.

These objectives will contribute to Millennium Development Goal (MDG) 1 “Eradicate extreme poverty & hunger” and MDG2 “Achieve Universal Primary Education”.

1. SITUATION ANALYSIS AND SCENARIO

(a) The overall context

1. A sharp escalation in hostilities in the Gaza Strip has generated a humanitarian crisis as the majority of the Palestinian population is unable to access essential food and other basic services. The area has been subjected to attacks from the air and sea by the Israeli Defence Force (IDF) since 27 December 2008, while Palestinian rockets continue to hit Israel. The ground offensive and fighting between IDF and Hamas adds another risk to civilians. The United Nations Security Council has called for an immediate, durable, fully respected ceasefire in Gaza leading to full withdrawal of Israeli forces under Resolution 1860 (2009). The resolution also calls for unimpeded humanitarian assistance. International mediation efforts are continuing.
2. There have been heavy casualties from this conflict: by mid-January over 1000 Palestinians and 13 Israelis have been killed. The medical facilities in the Gaza Strip are struggling to cope with the injured, lacking the staff and equipment to handle the mounting casualties.
3. An estimated 40,000 Gaza residents have sought shelter in buildings of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), while many others have taken refuge with relatives and friends.
4. There is substantial damage and destruction of key roads, power and water infrastructure and buildings, including a large gas storage facility and electricity transformers, which are posing an immediate risk to health. United Nations buildings and compounds of non-governmental organizations (NGOs) have also sustained damage. There have been incidents of aid convoys hit by gunfire.
5. Internal movement into and within the Gaza Strip is severely challenged. Limited humanitarian assistance has been able to cross into Gaza from Israel despite a daily three-hour "lull" introduced by Israel, which has not allowed humanitarian operations at the scale necessary.
6. There are critical shortages of basic supplies and services. Wheat flour, the major staple, is in short supply. Around 500,000 Gazans do not have access to running water, which includes 60 percent of the people in Gaza City, and 80 percent of drinking water is not safe for human consumption, according to the United Nations World Health Organization (WHO) guidelines. Public health is "a very real concern" with the possibility of cholera or other disease outbreaks. The daily three-hour breaks in hostilities have not been long enough time to repair the destroyed water infrastructure. Sewage pumps are not functioning due to the lack of electricity, diminished fuel for back-up generators, and the lack of spare parts: in Beit Hanoun and Beit Lahiya, in northern Gaza, sewage is flowing in the streets. Fuel shortages restrict operation of the Gaza power station to only 40 percent of capacity. Gas shortages are rendering food preparation very difficult for families and institutions. There is also lack of cash for circulation in Gaza Strip.¹

¹ The lack of cash has prevented 94,000 special hardship cases, "the poorest of the poor," from receiving any UNRWA cash assistance since 18 November.

7. The humanitarian situation in the Gaza Strip was already fragile before the recent offensive. The Israeli military operation follows an 18-month-long blockade of the Gaza Strip which has depleted stocks of relief items on which much of the population depends, crippled the private sector, and driven unprecedented numbers of Palestinians out of work and self-sufficiency and into poverty. The blockade also applied to exports. The blockade had already left most of the population of 1.42 million² unable to access essential services amidst a collapse of infrastructure and severe shortages of power, water, food and medical supplies. While basic food commodities are still imported, the fuel supply had decreased substantially. Most factories closed, increasing unemployment. The productive capacity of the construction, furniture, clothing and agriculture sectors has been significantly eroded.
8. High unemployment prevails in the Gaza Strip, with 49 percent of the workforce unemployed.³ Most Palestinians have not been able to work in Israel since the Al-Aqsa Intifada started in 2000. The dependency ratio is consequently high, with 8.6 dependants per employed person in the Gaza Strip. Wage employment is the main source of income, followed by self-employment and transfers from relatives and friends. The main secondary source of income in the Gaza Strip is relief assistance. Approximately one-third of Palestinians reported a decrease in income in 2008, with the poor having suffered the most, with a reduction of 40 percent.⁴
9. The Occupied Palestinian Territory ranks 106 of 177 in the United Nations Development Programme (UNDP) Human Development Index for 2007-2008.⁵

(b) The food security and nutrition situation

10. The prices of basic food commodities, vegetables and meat have increased sharply since the escalation in hostilities. The restrictions on commercial movements have intensified and the markets have become even more fragmented. Only 9 out of 47 bakeries were operational during the first half of January.
11. Food and water shortages are having grave effects on vulnerable groups. While nutrition surveys have not been possible, it is expected that the incidence of moderate acute malnutrition (global acute malnutrition or GAM) and severe acute malnutrition (SAM) have increased in young children since the end of December. The numbers of children under 5 that require treatment is unknown but using available data, the United Nations Children's Fund (UNICEF) estimates that there may be over 3000 severely malnourished children in the Gaza Strip⁶ If this is the case, it is reasonable to assume that a much larger number of children are suffering from or at risk of moderate acute malnutrition.

² The population of the Occupied Palestinian Territory, based on the 2007 census, is 3.76 million people with 62 percent or 2.34 million in the West Bank, and 38 percent or 1.42 million in the Gaza Strip. 27 percent of the population in the West Bank, 65 percent in the Gaza Strip, and 41 percent overall are refugees.

³ Official Q2 PCBS Labour Force findings

⁴ April/May 2008 Joint Rapid Food Security Survey (JRFSS) by WFP, FAO and UNRWA.

⁵ <http://hdr.undp.org/en/statistics/>

⁶ UNICEF Humanitarian Update, Occupied Palestinian Territory, 14 January 2009.

12. Before the escalation in hostilities, malnutrition rates in the occupied Palestinian Territory were relatively low, while anaemia rates were high.⁷ A Multiple Indicator Cluster Survey (MICS 2006) indicated stunting at 10 percent. The National Surveillance System (NSS 2007) report estimated the anaemia rate in the Occupied Palestinian Territory for children 9-12 months at 62 percent, with 51 percent in the West Bank and 71 percent in the Gaza Strip.
13. As an exacerbating factor, food prices in the Gaza Strip remain high, despite the decline in global food prices, due to high dependence on imports; inflated inland transportation costs due to checkpoints and restrictive procedures; and the Palestinian National Authority's (PNA's) lack of control over import taxation. Urban food insecurity, which has risen sharply in urban areas over the past two years as compared to rural areas and camps is a growing concern, and families that were self-reliant before the 2007-08 food price rises, entered the current humanitarian crisis with depleted capacity and low resilience.
14. The occupied Palestinian Territory produces less than 5 percent of its cereals and pulses and prices of locally-produced meat, poultry and vegetables have risen rapidly in 2008. Agriculture in the Gaza Strip is distressed, with exports prohibited, and crucial agricultural inputs including fertilizers and pesticides largely unavailable. Seventy percent of the spring crops are not irrigated due to inadequate fuel for pumps. The conflict has also significantly damaged agricultural infrastructure.
15. The Safety Nets Study in July 2008⁸ indicated that while there are pockets of availability throughout the territory, access to food was varied. Urban unemployed residents relied on scarce and irregular daily labour employment, and purchased their food in neighbourhood shops at increased prices. Retailers reported that price rises had resulted in the reduction of monthly sales volumes by 20 to 50 percent. Retailers in turn reduced the amount of food supplied.
16. Staple foods are normally available in the Gaza Strip, and WFP expects that supplies will resume on cessation of hostilities. However, there is still a prevailing risk that shops may run out of commodities due to import restrictions or during times of insecurity.⁹ Normally, these shortages are localized and of limited duration, after which traders are able to restore supply in sufficient quantity.

(c) Scenarios

17. The planning for this EMOP is based on the scenario that the hostilities will be of a limited duration but that food availability and access will remain difficult in the Gaza Strip through the year and that the significant infrastructure damage will delay recovery. For 2009, relief and recovery requirements for Gaza will be met through this EMOP while the PRRO will be amended to focus on requirements in the West Bank.

⁷ WHO, as quoted in Safety Net Study, June-July 2008.

⁸ World Food Programme Safety Nets Study, June-July 2008, Annemarie Hoogendoorn, Jerusalem, 2008.

⁹ JRFSS, May 2008.

18. WFP expects to reassess humanitarian requirements when conditions allow for fuller access, including a joint rapid emergency food security assessment (EFSA). If conditions are appropriate, WFP will consider providing appropriate support during the recovery process, including activities to rebuild and restore community and other infrastructure related to food production and marketing, and nutrition. In the event of changed requirements, this EMOP may be adjusted by a budget revision to reflect increased or decreased requirements.

2. POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

(a) Policies, capacities and actions of the government

Policies, capacities and actions of the Palestinian National Authority (PNA)

19. Following the installation of a Hamas-led government in mid-2007, the PNA plunged into a severe political and financial crisis: it lost 75 percent of its monthly revenues as Israel withheld customs tax payments and Western donors curtailed budgetary support pending commitment by Hamas to the three conditions set by the “Quartet” – the European Union, the United Nations, the Russian Federation and the United States.¹⁰ This has been partially offset by mechanisms such as the Temporary International Mechanism (TIM), funds from Arab donors and charity, but the ability of the PNA to deliver health, education, water and sanitation, social and civil services on which most Palestinians depend has been severely affected.
20. Using WFP criteria, the Ministry of Social Affairs (MoSA) identifies the poorest most food-insecure households among the non-refugee population. These ‘Special Hardship Cases’ are assisted through various programmes, including WFP. The PNA has requested WFP to provide emergency food assistance for non-refugee Palestinians in the Gaza Strip currently unable to meet their minimum food consumption requirements.

(b) Policies, capacities and actions of other major actors

21. A United Nations Consolidated Appeal for the Occupied Palestinian Territory was issued in November 2008. The Appeal was updated by the “Initial Response Plan and Immediate Funding Needs” issued by the Humanitarian Country Team on 8 January; this increased the 2009 Consolidated Appeal from US\$462 million to US\$530 million. The Appeal is expected to be updated in line with re-assessments of requirements in Gaza Strip.
22. WFP’s interventions currently focus on the non-refugee populations (while UNRWA has been responsible over the years for assisting refugees) but WFP remains willing to

¹⁰ The Quartet statement on the 30th of January 2006 noted that “...the Palestinian people have the right to expect that a new government will address their aspirations for peace and statehood... It is the view of the Quartet that all members of a future Palestinian government must be committed to non-violence, recognition of Israel and acceptance of previous agreements, including the Roadmap.”

expand support, if needed, to meet broader food and nutrition needs. Since the escalation of hostilities in late-December, WFP has been providing relief food in the Gaza Strip through a) its ongoing protracted relief and recovery operation (PRRO 10387.1 “Targeted Assistance for Relief Support to Productive Activities and Skills Development for Vulnerable Non-Refugee Palestinians” 1 September 2007 – 31 August 2009, total cost US\$172 million) and b) Immediate Response Emergency Operation (IR-EMOP 10816.0 “Response to Gaza Crisis”, total cost US\$499,000). Wheat flour for bread, high-energy biscuits, canned meat and date bars have been distributed but heavy fighting in late-December and January has limited the possibility of wider distributions. Many truck drivers and fork lift truck operators have been unwilling to work due to the insecurity and the civilian population is often too frightened to go to food distribution points. Due to the conditions in the Gaza Strip, WFP will address the emergency requirements of Gaza for 2009 under this emergency operation (EMOP) 10817.0 “Emergency food assistance for Operation Lifeline Gaza” complemented by a Special Operation 10815.0 “Logistics Coordination in Support of the Crisis in Gaza” (US\$3.3 million)

23. The humanitarian needs of the 1.5 million refugees in the Occupied Palestinian Territory are covered by UNRWA, which provides the main basic services, including education, health, relief and social services. In the Gaza Strip, there are around 950,000 refugees - 66 percent of the population. Under its 2009 Appeal, UNRWA for Gaza had been planning to assist 550,000 people with six rounds of food assistance (covering 60 percent of their daily food needs) and 200,000 students with snacks at school. In response to additional needs since late December, UNRWA issued a “Gaza Flash Appeal” in January for US\$34 million additional requirements for a four-month period. UNRWA’s additional activities provide: a) a basic food package to 550,000 conflict-affected people (130,000 families); b) temporary emergency shelter and non-food items to up to 5,000 displaced persons; c) repair an estimated 5,000 shelters damaged or destroyed; d) cash assistance to conflict-affected families;¹¹ and e) 500,000 litres of fuel to municipalities or utilities in support of basic public services.
24. While WFP nutrition efforts focus on moderate malnutrition, UNICEF works closely to ensure early and effective treatment of SAM, joining with WFP and other partners to monitor the nutritional situation in Gaza. UNICEF will be programming therapeutic milks (F75 and F100) and RUTF¹² that will be prepared and used to address SAM under medical supervision when access improves. Should medical treatment of SAM not be possible due to limited, sustained access, it may be necessary to use and distribute RUTF, with accompanying information on product use. UNICEF urgent interventions to treat SAM will be linked with medium to long term support for breastfeeding and improving the quality of complementary foods.
25. Other United Nations organizations are also scaling-up their activities in response to the crisis in Gaza. The World Health Organization (WHO) is helping to address

¹¹ Cash assistance for conflict-affected families is to a) help 2,500 displaced families with the rent of temporary accommodation for four months pending the completion of repair or reconstruction works; b) support burial costs for family members; c) replace essential household items; and d) Support medical costs for injured family members, including referrals abroad.

¹² RUTF is Ready-to-Use Therapeutic Food

urgent health needs and the Office for the Coordination of Humanitarian Affairs has a target of US\$10 million for the Humanitarian Response Fund (to quickly fund unpredicted emergency responses).

26. The Egyptian Red Crescent Society (ERCS), PRCS, IFRC and its Standing Commission, ICRC and the Organization of Arab Red Crescent and Red Cross Societies on 11 January adopted a comprehensive Emergency Plan to help face the health and humanitarian consequences of the Israeli aggression on the Gaza Strip .
27. There are other longer-term mechanisms which are also expected to provide important support for residents in Gaza in 2009. At a recent conference in Paris, donors pledged US\$7.7 billion for the PNA to support the Palestinian Reform and Development Plan (PRDP) for 2008 – 2010. PEGASE,¹³ the European Union mechanism of support for PRDP, provides financial and technical assistance in four areas: governance, social development, economic and private sector development, and public infrastructure. Under PEGASE, households identified by MoSA as “Special Hardship Cases” benefit from cash transfers. The World Bank supports Social Safety Net Reform Project (SSNRP) under which cash vouchers are provided to 5,000 particularly poor households (corresponding to 27,000 people or 1 percent of the non-refugee population in the Occupied Palestinian Territory. MoSA is responsible for identifying eligible beneficiaries and ensuring that there is no duplication with the PEGASE programme.

(c) Coordination

28. The WFP country office is leading the food aid and food security sector under the consolidated appeal process (CAP), including WFP and UNRWA food assistance.
29. The emergency logistics cluster has been activated for the Gaza Crisis. WFP is lead agency for the logistics cluster and has launched a Special Operation to meet staff, service and equipment requirements. The United Nations Country Team have decided not to activate the emergency telecommunications cluster (ETC) at this time, in light of adequate, existing facilities and coordination (OCHA, UNICEF and WFP are co-leads for the ETC).

3. OBJECTIVES OF WFP ASSISTANCE

30. WFP’s main objectives for this EMOP are:
 - Meet urgent needs and improve food consumption for conflict-affected people (WFP Strategic Objective 1 “Save lives and protect livelihoods in emergencies”) through the timely provision of food rations and food vouchers.
 - Maintain enrolment of girls and boys, including IDPs and refugees in assisted schools at pre-crisis levels (WFP Strategic Objective 3 “Restore and rebuild lives and livelihoods in post conflict situations”) through school feeding coverage.

¹³ PEGASE stands for ‘*Mécanisme Palestino-Européen de Gestion de l’Aide Socio-Economique*’

31. WFP is also engaging with United Nations agency partners and others to identify what support it may provide to meet urgent water and cooking gas requirements while efforts continue to restore these essential services.
32. These objectives will contribute to Millennium Development Goal (MDG) 1 “Eradicate extreme poverty & hunger” and MDG2 “Achieve Universal Primary Education”.
33. As the situation in Gaza stabilizes, WFP will begin to integrate food vouchers as a substitution for food transfers for some of the targeted beneficiaries, which will enable them to access food directly from small and medium-sized traders in Gaza. Vouchers will provide an opportunity to make an investment in local communities, stimulating economic activity and employment at the micro level, promoting the trade of related businesses such as bakeries and dairy factories. If conditions allow, WFP will consider support to the recovery activities related to food production and marketing, and nutrition.

4. BENEFICIARIES AND TARGETING

34. WFP targets food assistance to the non-refugee population, which constitute 33 percent of the population in the Gaza Strip. Among this group, WFP plans to assist 365,000 for 2009¹⁴ and is prepared to expand food assistance further if needed.
35. This EMOP will have three components for distribution:
 - General food distribution (335,000 beneficiaries)
 - Food for education (30,000 beneficiaries)
 - Food vouchers (15,000 beneficiaries from among the beneficiaries of general food distributions)
36. The general food distributions will be targeted to:
 - Social hardship cases (110,000) targeted in consultation with MoSA.
 - Vulnerable groups (127,000) targeted in consultation with the CHF (NGO)
 - Internally-displaced people (68,000) targeted in consultation with UNRWA
 - Farmers (30,000) targeted with NGO partner (to be selected).
37. For the Voucher component, criteria for selecting households include families without a breadwinner (unemployed head of household), with priority given to female-headed households and families with a high dependency ratio, particularly children and female members.
38. Water and cooking gas constitute essential complementary items in WFP’s food basket, limiting the effectiveness of food distributions. WFP is engaging with United Nations agency partners and others to identify what support it may provide to meet

¹⁴ The planning figure for the ongoing PRRO 10387.1 had been 265,000 for 1 September 2007 to 31 August 2009.

urgent water and cooking gas requirements while efforts continue to restore these essential services.

5. NUTRITIONAL CONSIDERATIONS AND RATIONS

39. The food basket takes into account local food habits and optimal nutritional considerations. The ration is intended to provide full energy needs of the population (ie around 2100 kcal) and represents an increase compared to the ration provided previously under the PRRO (around 1400 kcal). The daily ration is detailed in table 1. Inclusion of canned meat provides young children with access to animal protein, essential for normal growth.. Inclusion of fortified wheat flour, vegetable oil, salt and high energy biscuits ensures that the ration provides the full range of micronutrients to the population which is depending exclusively on food assistance for the duration of this EMOP.
40. Meals-ready-to-eat (MREs), high energy biscuits (HEBs) and date bars (which have been purchased initially under a separate IR-EMOP) will be used to supplement food rations during period when the population faces difficulty accessing sufficient water or cooking gas to prepare their meals and as a nutritious snack for children.

Table 1: Commodity Type and Ration Size

Target Group	Commodity Type	Ration per person per day (g)	Energy (kcal)	PROTEIN (g)	FAT (g)	Duration
General Food Distribution	Cereals	422	1,477	48.5	6.3	12 months
	Pulses	23	84	4.4	1.4	12 months
	Veg.oil (fortified)	30	266	0.0	30.0	12 months
	Sugar	25	100	0.0	0.0	12 months
	Salt	6	0	0.0	0.0	12 months
	Canned meat	19	42	4.0	2.9	12 months
	HEBs	31	140	3.7	4.7	As needed
	MREs	-		-	-	As needed
Food for Education	Canned meat	60	132	12.6	9.0	9 months
	HEBs	150	675	18.0	22.5	9 months
	Milk	113	75	3.6	4.4	9 months

HEBs = High Energy Biscuits. MREs = Meals Ready To Eat.

Date bars are provided under IR-EMOP.

41. Food vouchers will be phased in when security conditions permit and will allow targeted urban residents to access protein-rich food (dairy products and eggs) while freeing-up cash for other essential food and non-food commodities. Vouchers will

also permit households to purchase fresh bread – a staple food that is preferred over wheat flour in an urban context as bread is traditionally not baked at home.

Table 2: Food requirements (mt) by beneficiary category

Beneficiary category	Cereals	Pulses	Veg. oil	Sugar	Salt	Canned Meat	HEB	Milk	MRE	Total
General Food Distribution (335,000 beneficiaries)	50,893	2,774	3,618	3,015	724	2,291	3,739	-	200	67,254
Food for Education (30,000 beneficiaries)	--	-	-	-	-	648	1,620	1,215	-	3,483
Voucher (commodity equivalent) (15,000 beneficiaries)	2,474	43	72	8	-	-	-	-	-	2,597
Total (365,000 beneficiaries)	53,367	2,816	3,690	3,023	724	2,939	5,359	1,215	200	73,334

6. IMPLEMENTATION ARRANGEMENTS

Food components

42. **Participation:** The implementation modalities will be based on assessments and consultations with partners, community-based organizations, local relief committees, women’s groups and beneficiaries; 50 percent of local selection and project formulation committee members will be women.
43. **Partners:** Long-standing partnerships with PNA institutions will continue. Partners for assistance to the most vulnerable groups will be selected on the basis of their expertise and training needs. WFP will collaborate with UNICEF to ensure that the nutrition requirements of vulnerable groups are addressed. The emergency school feeding project will be implemented in partnership with the Ministry of Education. Letters of agreement with cooperating partners will outline responsibilities for targeting, beneficiary selection, implementation modalities, distribution systems and monitoring and reporting; guidelines and training will be provided.
44. **Non-food inputs:** Funds are budgeted for non-food items to be procured by cooperating partners to benefit targeted social institutions and to ensure proper preparation of school meals. WFP stands ready to support United Nations partners in the provision of non-food items critical for food utilization, noting the shortages of drinking water and fuel for cooking.

45. **Logistics arrangements:** Timely delivery of food to Gaza is challenged by the lack of ports or airports; supply corridors are limited and there are stringent custom and security clearances for containerized goods arriving at the Israeli port of Ashdod, compulsory coordination with the Israel Defence Forces (IDF) for any cargo movement and frequent access restrictions.
46. The priority access points remain the border crossings from Israel into Gaza. Before the take-over of Hamas in June 2007, goods were delivered to Gaza through Karni crossing point in containerized cargo. Since then, the Karni crossing was closed, with exception of the conveyor belt used for the transshipment of wheat grain (on an irregular basis). From June 2007, WFP was forced to use alternative crossing points (Sufa and Kerem Shalom). As these are not equipped with scanners, the cargo has to be palletized before entry into Gaza. This has meant additional costs and a more complicated logistics operation with back-to-back transshipment. Access through Sufa and Kerem Shalom has been problematic, with fewer cargo allowed to pass and much higher logistics costs.
47. The landside transport, storage and handling (LTSH) rates for short distances are high because of the closure policy. To reflect the costs incurred, three LTSH rates are used for internal, regional and local commodity purchases. The Commodity Movement Processing and Analysis System (COMPAS) tracks commodities from the port of loading to distribution by cooperating partners.
48. **Procurement plans:** Canned meat, milk and salt will likely be locally procured. The purchase of processed foods from inside Gaza will help restart economic activity when hostilities recede. Regional purchases are expected for part of the requirements for wheat flour, pulses, HEBs and MREs. International purchases are expected for part of the requirements for wheat flour, HEBs, MREs, vegetable oil and sugar.
49. **WFP Presence:** WFP has the country office in East Jerusalem, a sub-office in Gaza and a logistics office at Ashdod. UNDP undertakes formal relations with the Government of Israel and provides administrative services for WFP.

Food Voucher component

50. As soon as security conditions permit, WFP will implement a food voucher scheme. Two locations in the Gaza Strip have been identified where food commodities would be readily available.
51. WFP will work with NGO partners to finalize and validate specific and uniform targeting criteria. NGOs will work through committees to identify beneficiaries and register households, detailing gender and age-category breakdowns. Registration for vouchers will be in the name of the head of household. Each voucher will be assigned a specific serial number and, depending on the proximity of the family to selected shops, families will be registered with specific shops. Vouchers may be redeemed against the list of items within a pre-defined time period. Every two weeks, the shopkeepers will provide a report of items purchased and will redeem the value of the vouchers from the cooperating partners (CPs).
52. The cooperating partners and WFP will monitor commodity purchase patterns and trends in market prices to ensure that beneficiaries are able to access the planned quantity and variety of food. WFP will advance funds to NGOs on a monthly basis, with the NGOs in turn providing cash advances to shopkeepers to ensure a steady supply of goods. These monthly advances will be based on distribution plans prepared

by the cooperating partners and submitted to WFP. CPs will submit monthly accounts to WFP, detailing the vouchers issued and accounted during the previous month. WFP will adjust these accounts against the advance issued to CPs. Any discrepancy found by WFP in accounts or in the tallying of vouchers will be the responsibility of the CP.

53. Stock levels in shops are expected to stabilize from current low levels of supply as a result of demand for food provided by the voucher scheme. The quantity and diversity of food collected by beneficiaries will be monitored through the records kept by the shops. The authenticity of the vouchers collected by the shops will be ensured by checking the serial number and the voucher validity period and colour. Random checks of the actual quantities and commodities received will also be carried out by WFP and CP monitors at the shop and household level.
54. Inflationary increases in prices remain a possibility and will require close monitoring. To cater for any eventual need to increase the value of vouchers, the budget includes a 10 percent contingency to deal with inflationary pressure.
55. WFP will sign a standard Field-Level Agreement (FLA) with the CPs. The FLA will be amended to reflect the specific requirements of the implementation of a voucher programme,¹⁵ including the criteria for selecting shops, voucher design, control and serial numbers, printing and distribution, control measures and monitoring system, financial arrangements and reporting mechanisms.

7. PERFORMANCE MONITORING

56. Standard corporate indicators and project-specific indicators related to the desired outcomes will be collected and analysed by WFP's monitoring and evaluation unit (see Log Frame in Annex III).
57. The M&E system in the country office is based on the Common Monitoring and Evaluation Approach, supported by a database; it will be adapted according to operational results to allow output monitoring. Progress will be periodically evaluated by comparing outcome indicators with baseline data.
58. Collection by checklist of quantitative and qualitative monitoring data is undertaken regularly by WFP field monitors. The checklists have been field tested and revised in collaboration with partners. Activity planning and achievement checklists will provide data on quantitative and qualitative outputs. Regular monitoring reports will inform project implementation, decision-making and reporting.
59. Risks with potential negative impact on the WFP operation include (i) intensified factional fighting leading to deterioration of the security environment, (ii) additional humanitarian access restrictions and (iii) paralysis of PNA institutions as a result of in-fighting and limited international assistance.
60. WFP prepares contingency plans for potential deterioration of the political and humanitarian situation in the longer term. The worst-case scenario would be protraction of the hostilities between Palestinian factions and with Israel, leading to a further deterioration of socio-economic conditions and increased vulnerability.
61. An evaluation of the operation is provisionally scheduled for mid-2009.

¹⁵ As detailed in the WFP country office Voucher Operational Guidelines

8. HANDOVER STRATEGY

62. The EMOP will be subject to a reassessment to determine future WFP assistance in the Gaza Strip. It is anticipated that conditions would allow for non-refugee beneficiaries would revert to being assisted through a PRRO covering all of the Occupied Palestinian Territory from 2010.
63. The basic essentials for settling the crisis include: agreement on an immediate ceasefire, with at a minimum a halt to rocket attacks by Hamas militants and withdrawal of Israeli forces from Gaza; international cooperation to stop the smuggling of weapons into Gaza; and full re-opening of border crossings into Gaza.

9. SECURITY CONSIDERATIONS

64. The United Nations security phase currently is Phase 4¹⁶ in Gaza Strip. Jerusalem is in security phase 1.
65. United Nations staff are not normally targeted in the violence, but several UNRWA staff have been unintentionally killed and injured since the recent military operation was launched, including several UNRWA staff and a driver for a private transporter delivering food on behalf of WFP. There are serious risks associated with military operations, increased militant and activist activities, and checkpoint crossings.
66. Under the direction of the United Nations Department for Safety and Security (UNDSS), WFP participates in the Security Cell and Security Management Team. A 24-hour radio system (one located in Gaza and another in Jerusalem) and information-sharing mechanisms are in place.
67. WFP has a civil/military coordinator to facilitate access and movements of WFP staff and commodities and to advise and help implement security awareness training, adherence to procedures and overall staff safety.
68. WFP office premises are located within the UNDP Gaza common premises and are minimum operating security standards (MOSS) compliant. WFP vehicles are also MOSS-compliant and WFP Gaza has one armoured vehicle. To provide some additional protection to national staff members, WFP has supplied Security Resistance Film for all national staff members' residences in Gaza.
69. The WFP sub office in Gaza was recently relocated and upgraded and is now fully MOSS and Minimum Security Telecommunications Standards (MISTS) compliant. In addition there are warehouse facilities throughout the Strip which are managed and operated by cooperating partners (these are not MOSS compliant). The risk to WFP staff and facilities is primarily from collateral damage and not as a direct target. Security measures in place at the current time include: all staff having very high frequency (VHF) communications and are issued with their own set of body armour

¹⁶ United Nations security phase 4 is "Programme Suspension": All staff who are not directly concerned with emergency or humanitarian relief operations or security matters are relocated outside the country. Phase 1 is "Exercise caution": All travel into the area requires advance clearance by the Designated Official.

and helmet. Deployment of cellphones and solar powered cellphone chargers in case of electrical power disruption, daily radio checks and a 24-hour radio-room.

70. Additional security equipment is required and is included in the budget plan for this EMOP. In particular, three armoured vehicles are required to ensure staff safety of movement within the Gaza Strip.

10. RECOMMENDATION

71. The Executive Director and Director-General of FAO are requested to approve the proposed Emergency Operation Occupied Palestinian Territory 10817.0.

APPROVAL (signature and date)

.....

Josette Sheeran
Executive Director

.....

Jacques Diouf
Director-General of FAO

Date:

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost (US\$) per mt	Value (US\$)
COSTS			
A. Direct operational costs			
Wheat Flour	50,893	338	17,201,834
Chick Peas	2,774	718	1,991,732
Vegetable Oil	3,618	1,324	4,790,232
Sugar	3,015	517	1,558,755
Salt	724	250	181,000
Canned Meat	2,939	2,573	7,562,047
High Energy Biscuits	5,359	1,501	8,043,859
Milk (UHT)	1,215	1,900	2,308,500
Ready to Eat Meals	200	8,250	1,650,000
Cash 2,597 MT @ 747US\$/mt	2,597	747	1,939,959
Total commodities	73,334	644	47,227,918
External transport			6,103,274
Overland			5,646,718
ITSH			8,066,740
Total LTSH			13,227,819
Other direct operational costs			1,102,600
Total direct operational costs			67,661,611
B. Direct support costs (see Annex IB table below for details)			5,083,848
C. Indirect support costs (7 percent of total direct costs)			5,092,182
TOTAL WFP COSTS			77,837,641

ANNEX IB**DIRECT SUPPORT REQUIREMENTS (US\$)**

Staff	
International professional staff	2,121,240
National professional officers	142,000
National general service staff	744,200
International consultant	49,620
Incentives	550,550
Staff duty travel	60,000
Staff training and development	25,160
Subtotal	3,692,770
Office expenses and other recurrent costs	
Rental of facility	24,000
Utilities (general)	15,600
Office supplies	257,502
Communication and IT services	36,000
Insurance	-
Equipment repair and maintenance	-
Vehicle maintenance and running cost	202,976
Other office expenses	-
United Nations Organizations Services	65,000
Subtotal	601,078
Equipment and other fixed costs	
Furniture, tools and equipment	20,000
Vehicles	740,000
TC/IT equipment	30,000
Subtotal	790,000
TOTAL DIRECT SUPPORT COSTS	5,083,848

ANNEX II Summary of Logical Framework occupied Palestinian Territory/Gaza:

EMOP No. 10817.0

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
STRATEGIC OBJECTIVE ONE: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES		
<p>Outcome 1 Improved food consumption for 350,000 targeted beneficiaries</p>	<p>1.1. Household food consumption score: improved household food intake.</p> <p>1.2. Proportion of beneficiary household expenditure allocated food.</p>	<p><i>Political and security environments improve.</i></p> <p><i>Beneficiaries will use cash saved from staples purchased used from vouchers to buy other complementary, nutritious food items to supplement the diet.</i></p> <p><i>Donors support continues notably through contributions in cash.</i></p>
<p>Outputs 1.1 Timely provision of food in sufficient quantity for 335,000 targeted beneficiaries in crisis and transition situations.</p> <p>Output 1.2 Food vouchers timely distributed in sufficient quantity to approximately 15,000 targeted women, men, girls and boys</p>	<p>1.1.1 Actual number of women, men, girls and boys receiving food assistance, by category and as a % of planned beneficiaries</p> <p>1.1.2 Actual tonnage of food distributed, by type as % of planned tonnage for distribution[1]</p> <p>1.1.4 Actual quantity of fortified foods and/or micronutrient powder distributed, as % of planned distribution</p> <p>1.1.5 Number of security incidents</p> <p>1.1.6 Percentage (%) of distributions affected by pipeline breaks</p> <p>1.2.1 Actual number of food vouchers distributed, as percentage of planned distribution.</p>	<p><i>Target population participates in identification, planning, implementation and maintenance of project activities.</i></p> <p><i>Appropriate partners are selected for implementation.</i></p> <p><i>Partners' commitments are honoured.</i></p> <p><i>Access to distribution points is secure.</i></p> <p><i>No pipeline breaks.</i></p> <p><i>Food items will be readily available in shops upon presentation of vouchers.</i></p> <p><i>Security incidents will not affect shop keepers or beneficiaries directly</i></p>

		<i>Demand placed by the voucher project will not have a negative effect on either prices or availability of goods to the remaining population</i>
Output 1.3 Food commodities provided for approximately 15,000 targeted beneficiaries through food vouchers.	<p>1.3.1 Actual number of individuals benefiting from vouchers per month disaggregated by gender and age.</p> <p>1.3.2 Total quantity of food purchased with vouchers per commodity per month.</p> <p>1.3.3 Actual number of voucher exchanged for specified food commodities as a percentage of planned.</p>	<p><i>WFP and partners are able to respect agreements (FLAs) to enable programme to function smoothly</i></p> <p><i>Partners of WFP will have adequate HR capacity for planning, monitoring and accountability of the project</i></p>
STRATEGIC OBJECTIVE 3 : RESTORE AND REBUILD LIVES AND LIVELIHOODS IN PORST-CONFLICT OR TRANSITION SITUTATIONS		
Outcome 2: Enrolment of girls and boys, including IDPs and refugees, in assisted schools stabilized at pre-crisis levels	<p>2.1 Percentage of change in enrolment rate</p> <p>2.2 Percentage of change in attendance rate</p> <p>2.3 Drop-out rate</p>	<p><i>Easing of PNA financial crisis and resumption of full payment of salaries to MOEHE employees.</i></p> <p><i>Budget allocations to basic education are adequate and timely.</i></p> <p><i>Schools keep functioning properly.</i></p> <p><i>Adequate human resources are allocated to FFE by partners.</i></p>
Outputs 2.1 School feeding coverage aligned with programme of work.	2.1.1 Number of schools assisted by WFP	<ul style="list-style-type: none"> • <i>No significant schooling disruption.</i> • <i>No pipeline breaks.</i>
Output 2.2 Timely food distributed in sufficient quantity and quality to 30,000 targeted school children	<p>2.2.1 Actual number girls and boys receiving food and non-food assistance as a % of planned beneficiaries</p> <p>2.2.2 Actual tonnage of food distributed to targeted school children as % of planned tonnage for distribution</p>	<ul style="list-style-type: none"> • <i>No significant schooling disruption.</i> • <i>No pipeline breaks.</i>



Gaza Strip: Districts - Entry Points - Warehouses

Map Produced by OMEP - Emergency Preparedness Branch

Legend

Warehouses

- WFP
- CHF - Community Housing Foundation
- MSA - Ministry of Social Affairs
- Border Crossing Point
- Roads
- International Boundaries
- Governorates

