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## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

*Agenda item 9*

*For approval*



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## **PROTRACTED RELIEF AND RECOVERY OPERATIONS — OCCUPIED PALESTINIAN TERRITORY 200037**

### **Targeted Food Assistance to Support Destitute and Marginalized Groups and Enhance Livelihoods in the West Bank**

Number of beneficiaries	454,500 (yearly maximum)
Duration of project	24 months (1 January 2011–31 December 2012)
WFP food tonnage	98,136 mt
<b>Cost (United States dollars)</b>	
WFP food cost	38,652,911
WFP cash/voucher cost	32,308,794
Total cost to WFP	108,574,450

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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## EXECUTIVE SUMMARY

Six decades of political instability have led to economic stagnation in the West Bank. Although humanitarian aid has prevented further deterioration in food security, a quarter of the population remains unable to meet daily food requirements. Military occupation, dependency on imported food, weak agricultural infrastructure and low production levels are hindering future food security.

Protracted relief and recovery operation 200037 aims to meet immediate food needs, enhance food consumption and improve dietary diversity. It will promote long-term resilience by supporting the re-establishment of agricultural livelihoods in areas affected by conflict.

The operation is based on enhanced WFP interventions that respond to assessed needs and mitigate the impacts of restricted access by:

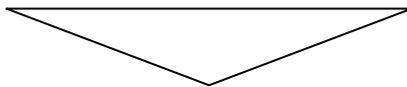
- increasing the number of destitute families receiving food assistance using a new targeting system developed by the Ministry of Social Affairs, the World Bank and the European Union;
- expanding the school feeding programme to vulnerable areas;
- assisting through voucher transfers food-insecure and vulnerable groups that are not eligible for government assistance;
- addressing emerging needs in vulnerable areas; and
- improving the economy with tools such as vouchers for local foods, local milling and local purchase.

WFP will support the national social safety net by developing capacity for monitoring food security and increasing the Palestinian Authority's capacity to manage food and voucher programmes with a view to eventual hand-over. WFP's purchasing power will help to support the economy.

The operation has been designed on the basis of recent assessments, a mid-term review, a WFP cost-effectiveness mission and an evaluation mission in cooperation with the Palestinian Authority and other stakeholders. It enables controlled expansion of voucher assistance on the basis of lessons learned from a pilot voucher project. WFP will pilot an electronic food-tracking system and consolidate the use of an electronic voucher system started under emergency operation 107740.

The operation supports the Palestinian Reconstruction and Development Plan 2011–2013, WFP Strategic Objectives 1, 3 and 5, and Millennium Development Goals 1, 2, 3, 4 and 5.

## DRAFT DECISION\*



The Board approves the proposed protracted relief and recovery operation Occupied Palestinian Territory 200037 “Targeted Food Assistance to Support Destitute and Marginalized Groups and Enhance Livelihoods in the West Bank” (WFP/EB.2/2010/9-C/4).

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## SITUATION ANALYSIS AND SCENARIOS

### Context

1. The West Bank economy has weakened over the last decade as a result of restrictions on movement and access for Palestinians. Under the Oslo accords of 1994, the Palestinian Authority (PA) gained control in the West Bank over Area A (full Palestinian civil and security control) and Area B (full Palestinian civil control and joint Israeli–Palestinian security control).<sup>1</sup> Area C, dispersed across 60 percent of the West Bank and including 85 percent of the grazing land and the richest agricultural areas, is under Israeli control. Palestinians living in Area C face limited movement, poor access to public services and the need for Israeli permission for construction work.
2. The construction of the barrier by Israel has led to loss of land, agricultural assets and access to land for Palestinians;<sup>2</sup> the population caught in the Seam Zone<sup>3</sup> is most affected. Political and economic separation of the West Bank from the Gaza Strip<sup>4</sup> has eroded markets and affected public revenues. Because the private sector is reluctant to invest, and because the PA has no resources for investment, the economy depends on the public sector and foreign aid. The slight improvement in the economy in 2008/09 linked to economic reforms and an international stimulus package is unsustainable.<sup>5</sup> The living standards of Palestinians in the West Bank remain far below conditions before 2000.
3. In the education sector, insufficient investment and limited resources have led to a deteriorating learning environment. Educational performance in grades 1–4 and net enrolment declined by 25 percent from 1999 to 2007 and violence and increased restrictions on movement discouraged parents from sending children to school.<sup>6</sup>

### The Food Security and Nutrition Situation

4. The severe decline in socio-economic indicators – now well below those of 1999 – along with high unemployment and natural disasters are leading to destitution among the most food-insecure population. The 2009 WFP/Food and Agriculture Organization of the United Nations (FAO) Socio-Economic and Food Security (SEFSec) Survey showed that a quarter of the West Bank population was food-insecure and 11 percent were vulnerable to food insecurity.<sup>7</sup> In Hebron and Jenin governorates, up to 30 percent were food-insecure;<sup>8</sup>

<sup>1</sup> The priorities of local economic policy are necessarily aligned with the goals of donors and development agencies.

<sup>2</sup> The barrier crosses 8 of the 11 West Bank governorates, preventing access to 15 percent of West Bank agricultural land.

<sup>3</sup> The Seam Zone lies between the barrier and the 1967 border.

<sup>4</sup> Since June 2007, the Palestinian leadership has been split, with the PA controlling only the West Bank.

<sup>5</sup> World Bank. 2009. *A Palestinian State in Two Years: Institutions for Economic Revival*. Washington DC.

<sup>6</sup> UNESCO. 2009. *Global Monitoring Report on Education for All*. Paris.

<sup>7</sup> See map in Annex III.

<sup>8</sup> FAO/WFP. 2009. *Socio-Economic and Food Security (SEFSec) Survey Report in the West Bank*. Rome.

in Area C and the Seam Zone the percentage was even higher. WFP food assistance has helped to stabilize food security levels since 2006.<sup>9</sup>

5. WFP surveys confirm the use of negative coping strategies: having sold disposable assets, 49 percent of households were relying on credit to buy food; 42 percent of the population cut down expenditures on food, 37 percent reduced the quality of food bought and 34 percent reduced the quantity.<sup>10</sup>
6. The highest rate of food insecurity – 79 percent – was found among herders in Area C who faced a lack of access to grazing areas, high fodder and water prices, and destruction of assets and infrastructure. These families are extremely vulnerable and have received only limited assistance.<sup>11</sup>
7. Locally produced pulses and wheat cover less than 5 percent of consumption requirements.<sup>12</sup> Israeli restrictions on the import of agricultural inputs and access to land and water drive up production costs and consumer prices.
8. The main food security challenge is access to food: the average household devotes 50 percent of its expenditures to food. Prices are driven up by high transport costs and a dependence on imported goods; purchasing power decreased sharply from 2007 to 2008, reflecting the impact of the global food-price crisis. Although there is evidence of recovery since 2009, purchasing power remains far below 2006 levels. Demographic growth of 3 percent annually,<sup>13</sup> droughts and floods compound these difficulties.
9. Public health concerns include chronic diseases and micronutrient deficiencies: 20 percent of pregnant women were found to be anaemic at their first antenatal visit; the highest level of anaemia – 46 percent – was found in children aged 9–12 months.<sup>14</sup> Vitamin D deficiency is a concern. Prevention and treatment of micronutrient deficiencies is a priority of the national nutrition policy.<sup>15</sup>

## Scenarios

10. No sustainable improvement in living conditions is expected while Area C remains inaccessible for agriculture and economic investment. Restrictions on movement and income-earning options discourage external investors.<sup>16</sup> Natural disasters and potential insecurity remain causes for concern, and completion of the barrier could further weaken the economy. Food assistance is critical for preventing continued deterioration of livelihoods and living conditions.

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<sup>9</sup> Food insecurity was 24 percent in 2006 (Comprehensive Food Security and Vulnerability Analysis (CFSVA) 2007), 25 percent in 2008 (Joint Rapid Food Security Survey, May 2008); and 25 percent in 2009 (SEFSec, 2009).

<sup>10</sup> FAO/WFP. 2009. *Food Security and Vulnerability Analysis Report, December 2009*. Rome; SEFSec 2009.

<sup>11</sup> UNRWA/UNICEF/WFP. 2009. *Food Security and Nutrition Survey of Herding Communities in Area C*. Jerusalem

<sup>12</sup> CFSVA, 2007.

<sup>13</sup> 2007 census.

<sup>14</sup> Nutrition Surveillance System Report, 2010.

<sup>15</sup> Ministry of Health, Operational Plan of Action for Nutrition, 2010.

<sup>16</sup> Madi, A.S., Abu Hassan, H., Al-Ghool, N. and Abu Ghosh, O. 2010. *The Impact of Closure and High Food Prices on Performance of Imported Staple Foods and Vegetable and Fruits Markets in the OPT*. Available at: <http://unispal.un.org/UNISPAL.NSF>

## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### Policies, Capacities and Actions of the Government

11. Weak government institutions, public services and infrastructure require the establishment of social safety nets for vulnerable groups and development of the agriculture and education sectors. The Ministry of Social Affairs' safety net reform plan provides a targeting system using a single tool and graduated levels of needs-based support using cash and in-kind food assistance for citizens in vulnerable areas.<sup>17</sup> The Ministry of Agriculture works to improve food security, promote economic activity, invest in agriculture and enhance the effectiveness of extension services. The Ministry of Education aims to increase by 15 percent annually the number of children receiving school meals until universal school feeding is achieved.
12. The PA strategy of August 2009<sup>18</sup> outlines objectives for the Ministry of Agriculture and the Ministry of Social Affairs, which is to provide targeted social protection through cash transfers and food assistance and support the resilience of people in threatened areas. The Ministry of Agriculture aims to improve food security, promote economic activity and investment in the sector and enhance the effectiveness of extension services
13. Promotion of the economy is central to the PA state-building strategy. In this respect, the Government is moving away from food aid, limiting it to hardship and destitution cases, in favour of cash transfers.

### Policies, Capacities and Actions of other Major Actors

14. Food assistance in the West Bank is provided mainly by WFP for food-insecure non-refugees. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) provides essential services for refugees, including food. In 2010, UNRWA reduced its food aid and increased cash for work. Partners such as FAO, Oxfam and *Action contre la faim* (ACF, Action against Hunger) provide complementary activities. The International Committee of the Red Cross also provides food and livelihood support.

### Coordination

15. Food security in the West Bank is coordinated through the Food Security Sector Working Group chaired by WFP, which also leads the food security sector in the Consolidated Appeals Process (CAP); this responds to the immediate food needs of vulnerable households, people affected by drought and conflict, and other marginalized rural communities.

## OBJECTIVES OF WFP ASSISTANCE

16. The proposed activities include a combination of relief and recovery interventions, with increased emphasis on relief because of livelihood constraints. The relief component addresses immediate food needs and aims to improve food consumption and dietary

<sup>17</sup> Assistance is to be provided for the poorest 60 percent of families who do not receive cash assistance and to pregnant and lactating women among the poorest 40 percent of the population.

<sup>18</sup> Ending the Occupation, Establishing the State – Programme of the Thirteenth Government.

diversity. The recovery component rebuilds livelihoods affected by conflict and limited access to food.

17. In line with beneficiary profiling and the PA strategy for 2011–2013, the objectives of protracted relief and recovery operation (PRRO) 200037 are to:
- meet immediate food needs and enhance the food consumption and dietary diversity of the most vulnerable non-refugee population through in-kind food and voucher assistance (Strategic Objective 1);
  - support the re-establishment of agricultural livelihoods and food security in communities most affected by the conflict through conditional voucher transfers and school feeding (Strategic Objective 3); and
  - support the PA social safety net with tools to predict and reduce hunger, support the state-building plan by enhancing government capacity and use WFP's purchasing power to expand domestic production (Strategic Objective 5).

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## WFP RESPONSE STRATEGY

### Nature and Effectiveness of Food Security Assistance

18. All WFP food security projects are planned in consultation with the PA. Since 2002, WFP has helped the PA to maintain food security and protect the assets of vulnerable non-refugee communities through food for work and training under two emergency operations (EMOPs) and two PRROs. WFP started school feeding in 2007.
19. In 2009, WFP introduced an urban voucher pilot activity through EMOP 107740 in response to the food-price crisis. This improved beneficiaries' dietary diversity and reinforced the local economy. Also in 2009, WFP and UNRWA launched a project to provide food for marginalized refugee and non-refugee herders in Area C.

### Strategy Outline

20. This operation was developed in line with the common country approach agreed by food security stakeholders and PA counterparts<sup>19</sup> in November 2009, and the CAP. It continues from the food and voucher interventions under PRRO 103871 and EMOP 107740.
21. The operation employs needs-based transfer modalities using in-kind food aid and vouchers, in line with PA preferences, WFP experience and donor interest. In-kind food assistance is appropriate for: i) those classified by the Ministry of Social Affairs as "destitute", as a complement to cash assistance received from other sources; and ii) herders in areas with restricted movement and limited access to markets. WFP will increase in-kind food distributions to destitute people, herding communities and schools. Food assistance for the destitute includes institutional feeding and an urban bread project.
22. Vouchers are effective for improving food consumption and dietary diversity in areas where markets function well. WFP will gradually expand voucher assistance from urban to semi-urban and rural areas during PRRO 200037.
23. In May 2010, a WFP mission found that although cash vouchers were less cost-efficient than standard WFP food rations, the cost-efficiency indicator was not fully comparable in that cash vouchers aim to promote diet diversity through access to value-added foods,

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<sup>19</sup> Response Analysis Workshop, 2009.

including those from animal sources. Voucher transfers promote:<sup>20</sup> i) fewer negative coping strategies and greater empowerment;<sup>21</sup> and ii) stimulate local economic activity such as increased employment and local production. The effectiveness of cash vouchers makes them more appropriate for meeting PRRO 200037 objectives. Vouchers are also compatible with the PA objectives of developing the private sector and progress towards statehood.

24. This operation will use unconditional vouchers for urban and semi-urban beneficiaries, and conditional vouchers for work and training for farmers. Vouchers for work (VFW) in rural areas will aim to rebuild livelihoods and will support the Ministry of Agriculture's priorities of land reclamation, rainwater harvesting and the "greening" of the land. Vouchers for training (VFT) will target poor women farmers. WFP will combine voucher assistance with nutrition information to promote healthier diets.
25. To improve voucher assistance before expanding it, the country office is switching to an electronic voucher-transfer system that will reach more beneficiaries, reduce administrative tasks, expand market-price monitoring and carry out market assessments.
26. WFP will support the Ministry of Education's school feeding goals by providing an early-morning snack of fortified biscuits and milk to give children the energy to concentrate. Children and teachers will receive health and nutrition education in line with the Ministry's strategy on school health and nutrition. WFP will help the PA to include school feeding in its national policy framework and develop a transition strategy for sustainable national school feeding.
27. The PA and the United Nations are particularly concerned about populations living in Area C and the Seam Zone.<sup>22</sup> Assistance will aim to protect livelihoods and address food security needs; WFP/UNRWA food assistance for herders in Area C will continue.
28. In line with the PA policy and evaluation recommendations, WFP will undertake local procurement and processing to support the economy whenever possible. PRRO 200037 will support local purchases of staple foods for general food distribution and biscuits and milk for school feeding. Vouchers will be exchanged for food produced in the West Bank.

### Hand-Over Strategy

29. The activities of PRRO 200037, including the planned expansion of vouchers, are embedded in the PA safety net strategy and education and agricultural policies; it will also support capacity development in the PA.
30. WFP will support the Palestinian Central Bureau of Statistics (PCBS) in building capacity for food security assessment and monitoring and the ministries of social affairs and education in food assistance projects and development of quality standards in preparation for eventual hand-over. The PA's capacity to take over WFP assistance depends on political and security conditions and international funding.

<sup>20</sup> Findings of voucher baseline, voucher mid-term review and WFP cost-effectiveness report.

<sup>21</sup> For 63 percent of households, vouchers reduced spending on food from non-voucher resources. The percentage of households that did not pay their utility bills decreased from 66 percent to 59 percent, those that sold assets decreased from 17 percent to 12 percent, and those that did not pay health and education bills fell from 57 percent to 22 percent.

<sup>22</sup> CFSVA, 2009.

## BENEFICIARIES AND TARGETING<sup>23</sup>

31. This PRRO will give priority to the most food-insecure and geographically marginalized populations identified by the SEFSec, especially those most affected by acute poverty, closures (Area C), the West Bank barrier (Seam Zone) and settlements. Targeting and distribution of assistance between rural and urban areas will be needs-based and derived from the results of the SEFSec, ensuring that 50 percent of beneficiaries are women.
32. WFP will target 454,500 food-insecure non-refugee beneficiaries,<sup>24</sup> including 75,000 school children, and 35,000 marginalized herders and Bedouin in Area C. Beneficiaries in and near towns will receive vouchers; vulnerable rural people will receive in-kind food assistance, with a gradual shift to vouchers, VFW and VFT.

### Relief

33. Through the Ministry of Social Affairs, WFP will provide food assistance for the destitute (ATD) in all governorates using the proxy means test formula<sup>25</sup> for targeting. The destitute are the poorest beneficiaries below the deep poverty line,<sup>26</sup> elderly and chronically ill people, families with handicapped or disabled members and households headed by sick people. WFP will also continue its institutional feeding project.
34. Food and voucher assistance for vulnerable groups (AVG) will target conflict-affected people with poor food consumption, irregular employment and limited income or assets who live below the poverty line.<sup>27</sup> Beneficiary selection will be based on the proxy means test formula and food consumption scores (FCSs). Herders in Area C will be identified by WFP and UNRWA on the basis of food security and protection needs.
35. Emergency food assistance will meet the immediate food needs of people affected by sudden-onset crises.

### Recovery

36. Vouchers for work and VFT through local non-governmental organizations will target poor farmers, farmers affected by the barrier and unskilled workers with a view to restoring livelihoods and supporting economic resilience.
37. School feeding will focus on children in food-insecure governorates, remote schools, and those most affected by closures. Schools in Area C will be prioritized.

<sup>23</sup> Sources include the West Bank SEFSec (August 2009) and the WFP/FAO Food Security and Vulnerability Analysis in the OPT (December 2009).

<sup>24</sup> 2009 SEFsec. The number includes 20,000 beneficiaries receiving contingency emergency assistance.

<sup>25</sup> This instrument is used to estimate household or individual welfare to determine eligibility for assistance.

<sup>26</sup> The deep poverty line is calculated on a budget for food, clothing and housing of NIS2,045/standard family/month. The relative poverty line of NIS2,407/standard family/month includes healthcare, education and consumables.

<sup>27</sup> As defined by the Palestinian Central Bureau of Statistics on the basis of basic needs for a family of two adults and four children.

**TABLE 1: BENEFICIARIES BY ACTIVITY TYPE**

	January 2011 – December 2011			January 2012 – December 2012		
	Men/boys	Women/girls	Subtotal	Men/boys	Women/girls	Subtotal
<b>Relief</b>						
Assistance for the destitute (ATD, in kind)	69 368	56 632	<b>126 000</b>	69 368	56 632	<b>126 000</b>
Institutional feeding (ATD, in kind)	5 111	4 889	<b>10 000</b>	5 111	4 889	<b>10 000</b>
Assistance for most vulnerable urban groups (AVG, vouchers)	28 112	26 888	<b>55 000</b>	51 114	48 886	<b>100 000</b>
Assistance for most vulnerable rural groups (AVG, in kind)	55 458	53 042	<b>108 500</b>	24 790	23 710	<b>48 500</b>
Bread project (AVG, vouchers)	5 058	4 942	<b>10 000</b>	5 058	4 942	<b>10 000</b>
Assistance for marginalized herders in Area C (AVG, in kind)	17 701	17 299	<b>35 000</b>	17 701	17 299	<b>35 000</b>
Emergency (in kind)	10 222	9 778	<b>20 000</b>	10 222	9 778	<b>20 000</b>
<b>Recovery</b>						
School feeding	38 335	36 665	<b>75 000</b>	38 335	36 665	<b>75 000</b>
VFT/VFW	12 778	12 222	<b>25 000</b>	20 445	19 555	<b>40 000</b>
<b>TOTAL*</b>	<b>237 085</b>	<b>217 415</b>	<b>454 500</b>	<b>237 085</b>	<b>217 415</b>	<b>454 500</b>

\* The Bread Project beneficiaries are included under ATD and counted only once in the total to avoid overlap

**TABLE 2: DAILY RATIONS (G)/TRANSFER (US\$/PERSON/MONTH) BY ACTIVITY**

Food type/voucher	Destitute (ATD)	Bread project (ATD)	Vulnerable groups (AVG)	Urban vulnerable groups (AVG)	Instit. feeding (ATD)	School feeding	VFW/VFT	Emergency
Cereals	300	*	300	-	300	-	-	400
Pulses	30	30	30	-	30	-	-	-
Vegetable oil	15	15	15	-	15	-	-	-
Blended foods			-	-	-	-	-	-
Sugar	10	10	-	-	10	-	-	-
Iodized salt	5	5	10	-	5	-	-	-
Biscuits	-	-	5	-	-	60	-	-
Canned meat	-	-	-	-	-	-	-	100
Dates	-	-	-	-	-	-	-	80
UHT milk	-	-	-	-	-	159	-	-
Voucher – bread (US\$)	-	11	-	-	-	-	-	-
Voucher – conditional (US\$)**	-	-	-	-	-	-	67	-
Voucher – unconditional (US\$)	-	-	-	12.7	-	-	-	-
<b>Total food</b>	<b>360</b>	<b>60</b>	<b>360</b>	<b>-</b>	<b>360</b>	<b>-</b>	<b>-</b>	<b>580</b>
Kcal/day	1 323	273	1 323	-	1 323	-	-	1 816
% kcal from protein	12.4	9	12.4	-	12.4	-	-	15.1
% kcal from fat	13.5	51	13.5	-	13.5	-	-	10.6

\* Beneficiaries receive a bread voucher in place of the cereal ration.

\*\* Monthly fixed-value voucher as an economic incentive on completion of five working days per month; voucher value is calculated over ten months.

## NUTRITIONAL CONSIDERATIONS AND RATIONS/VALUE OF VOUCHER TRANSFERS

38. Rations are in line with WFP's nutritional guidelines and Palestinian eating habits. Destitute families in towns who do not bake at home will receive a bread voucher instead of flour, and other food according to household size. For herders, WFP will provide lentils instead of chickpeas because they require less cooking and absorb less water – important considerations in view of the lack of water and firewood. The emergency assistance ration includes ready-to-eat foods such as canned meat, dates and date biscuits.
39. Vouchers can be exchanged for bread, flour, dairy products, pulses, vegetable oil, iodized salt and eggs. The expanded list of foods will provide greater dietary diversity and a balanced intake of nutrients. The value of the unconditional voucher is US\$12.70/person/month and is aligned with the value of the in-kind ration, with an urban allowance of 10 percent. The value of the VFW and VFT conditional voucher is US\$67 per month for five working days and is set against the daily wage for unskilled agricultural labour.

**TABLE 3: TOTAL FOOD/VOUCHER REQUIREMENTS, BY ACTIVITY (mt)**

	Assistance for destitute (ATD)	Assistance for most vulnerable rural groups (AVG rural)	WFP/ UNRWA programme in Area C (AVG rural)	Emergency	School feeding	Assistance for most vulnerable urban groups (AVG)	VFW/ VFT	Bread project	Total
Flour	29 784	17 192	7 665	960	-	-	-	-	
Pulses	2 978	1 719	639	-	-	-	-	-	
Vegetable oil	1 489	860	639	-	-	-	-	-	
Sugar	993	573	256	-	-	-	-	-	
Salt	496	287	128	-	-	-	-	-	
Canned meat/fish	-	-	-	240	-	-	-	-	
Date bars/high-energy biscuits	-	-	-	192	1 530	-	-	-	
Milk	-	-	-	-	3 932	-	-	-	
<b>TOTAL</b>	-	-	-	-	-	-	-	-	
Cash/ vouchers (US\$)	-	-	-	-	-	23 458 494	6 190 476	2 659 824	32 308 794

\* Note that these numbers reflect wheat flour tonnage rather than bulk grain; total WFP food tonnages in other parts of the document refer to bulk grain, which is imported and swapped for wheat flour.

## IMPLEMENTATION ARRANGEMENTS

40. WFP activities are designed on the basis of consultations with community-based organizations, relief committees, women's groups and beneficiary representatives. WFP will advocate for 50 percent of women on committees in all its projects and will continue to support the development of PA institutions through partnerships with the ministries of social affairs and education.
41. WFP will provide in-kind food assistance for the neediest individuals and institutions in accordance with the safety-net reform plan, and will continue to provide bread vouchers for destitute people in towns; it will introduce an electronic voucher-transfer system in the Ministry of Social Affairs. The WFP ration will be complemented by a monthly cash contribution<sup>28</sup> provided by the European Union.<sup>29</sup>
42. School feeding will be implemented in partnership with the Ministry of Education. WFP and the United Nations Development Fund for Women will explore opportunities for improving health and nutrition awareness among schoolchildren and teachers.
43. In-kind food assistance for the vulnerable rural population will be carried out by Catholic Relief Services (CRS) and Community Housing and Finance International.

<sup>28</sup> The cash allowance per household is NIS1,000 (US\$270) every three months.

<sup>29</sup> *Mécanisme Palestino-Européen de Gestion de l'Aide Socio-Economique*. For more information, see: <http://europa.eu/rapid/pressReleasesAction.do?reference=IP/08/94&format=HTML&aged=1&language=EN&guiLanguage=en>.

44. Unconditional voucher programmes will be implemented in and near towns in cooperation with ACF and CRS, which are partners in the pilot cash-voucher activity under EMOP 107740 ending in December 2010.
45. Under the electronic voucher-delivery system, beneficiaries will receive a magnetic card that can be refilled each month and used to purchase food in participating shops. Cooperating partners will repay shops every 14 days. All partners will be trained in managing the system.
46. Vouchers for Work and VFT will be implemented by the Palestinian Agricultural Relief Committee using the modality outlined for unconditional food vouchers.
47. Field-level agreements with cooperating partners will set out responsibilities for targeting, beneficiary selection, implementation, distribution, monitoring and reporting; guidelines and training will also be provided.
48. Continued funding for non-food items such as seedlings, tools and cisterns needed for VFW and VFT will be crucial to achieving quality outputs given that agricultural non-food items need to be provided according to season.

## Logistics

49. The main entry point for cargo is Ashdod. Bulk wheat will be transported to mills in the West Bank for processing and then delivered to cooperating partners, whose warehouses will receive 80 percent of deliveries; the remaining 20 percent will be routed through intermediate storage. A logistics office will be maintained at Ashdod to avoid container demurrage and to minimize the number of containers requiring security checks. The country office will continue to coordinate food movements with Israeli authorities.
50. WFP's Commodity Movement Processing and Analysis System will be complemented by an electronic waybill system to ensure accurate transport control. A food-voucher tracking system has been developed to account for all vouchers distributed.

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## PERFORMANCE MONITORING

51. The logical framework has been prepared in line with the WFP Strategic Plan (2008–2013). The monitoring system provides real-time data on progress and constraints in implementation, and generates outcome data.
52. Aggregate beneficiary and distribution data will be collected by cooperating partners and submitted to WFP for uploading into a monitoring database. Monitoring by cooperating partners will be supported by field monitor assistants<sup>30</sup> from sub-offices using an electronic data-collection system.
53. Monitoring of secondary effects of the voucher activities will be developed to establish the impact on the dairy supply chain. WFP will meet monitoring requirements by increasing the number of field monitors in line with the pace of expansion of the activity.
54. WFP will issue monitoring reports every two months and identify corrective actions. Monitoring data will be a primary source for internal and mid-term reviews.

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<sup>30</sup> Field monitor assistants support partners in data collection, monitor PRRO implementation and make site visits to assess implementation. Data are entered into a database to enable sub-offices and the country office to review progress.

55. The country office will organize a mid-term review in the first half of 2012, which will include an assessment of the expansion and impacts of the voucher component and household consumption patterns.

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## RISK ASSESSMENT AND CONTINGENCY PLANNING

### Hazard and Risk Assessment

56. Risks that may negatively impact WFP's operations include:
- a resumption of violence: low-risk because of PA security and diplomatic work;
  - paralysis of PA institutions because of lack of international assistance and democratic progress;
  - increased civil unrest caused by settlement in the West Bank and tensions in East Jerusalem;
  - additional humanitarian access restrictions; in the event of a prolonged break in food supplies or steep inflation, WFP can revert to in-kind food deliveries;
  - natural disasters; and
  - risks related to voucher projects such as supply failures, harm to non-participating shops or producers, price inflation and dysfunctional markets; progressive implementation of voucher transfers and strict monitoring will reduce these risks.

### Contingency Planning

57. WFP updates its contingency plan twice a year, covering worst-case scenarios of internal conflict, increased settler violence and water scarcity; it develops planning assumptions, response plans and risk management and mitigation schemes in accordance with the Office for the Coordination of Humanitarian Affairs. WFP has led development of the food security response plan and prepared a pandemic preparedness plan as part of inter-agency planning.

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## SECURITY CONSIDERATIONS

58. The current United Nations security phase three in the West Bank is linked to the political situation.<sup>31</sup> Security regulations for United Nations staff are in place. Security incidents include clashes resulting from operations by Palestinian and Israeli forces, protests against the security barrier and disputes between settlers and Palestinians. WFP's offices in the West Bank comply with minimum operating security standards.

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<sup>31</sup> Some areas are controlled by Palestinians, some are partially controlled by Palestinians with security provided by Israelis and some are under Israeli control. PA security forces work with Israeli security forces in some areas.

## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>1</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	81 186	19 846 932	
Pulses	5 336	4 380 940	
Oil and fats	2 988	3 457 604	
Mixed and blended food	1 722	2 027 070	
Others	6 904	8 940 365	
<b>Total food</b>	<b>98 136</b>	<b>38 652 911</b>	
Vouchers		32 308 794	
<b>Subtotal food and transfers</b>			<b>70 961 705</b>
External transport			2 845 258
Landside transport, storage and handling			8 043 228
Other direct operational costs			7 703 193
Direct support costs <sup>2</sup> (see Annex I-B)			11 918 064
<b>Total WFP direct costs</b>			<b>101 471 449</b>
Indirect support costs (7.0 percent) <sup>3</sup>			7 103 001
<b>TOTAL WFP COSTS</b>			<b>108 574 450</b>

<sup>1</sup>This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT COSTS (US\$)</b>	
<b>Staff costs</b>	
International professional staff	2 926 920
Local professional staff	1 093 417
Local general service staff	3 322 528
Temporary assistance	1 340 000
Overtime	176 000
International consultants	36 000
Staff duty travel	488 000
<b>Subtotal</b>	<b>9 382 864</b>
<b>Recurring expenses</b>	
Rental of facility	371 000
Utilities general	120 900
Office supplies and other consumables	201 500
Communications and information technology services	279 000
Equipment repair and maintenance	186 000
Vehicle running costs and maintenance	322 000
Office set-up and repairs	290 000
United Nations services and planning	144 000
<b>Subtotal</b>	<b>1 914 400</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	142 800
Information technology equipment	213 000
Local security costs	265 000
<b>Subtotal</b>	<b>620 800</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>11 918 064</b>

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks and assumptions
<p><b>Impact</b></p> <p>Contribute to realizing the Palestine Reconstruction and Development Plan and National Plan/Strategic Vision by assisting the destitute, protecting livelihoods, supporting productive activities and developing the capacity of the PA</p>	<p><b>Impact indicators</b></p> <p>Positive change in household food security and livelihoods</p>	<p>Political and security environments do not deteriorate</p>
<p><b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b></p> <p>Goals: Meet immediate food needs and enhance food consumption and dietary diversity of the most vulnerable and food-insecure non-refugee population through in-kind and voucher assistance</p>		
<p><b>Outcome 1.1</b></p> <p>Improved food consumption for targeted beneficiaries</p>	<p>Household FCS</p> <p>Targets:</p> <ul style="list-style-type: none"> <li>➤ assistance for the destitute: FCS increased or maintained at 30.4%</li> <li>➤ assistance for herders in Area C: FCS increased or maintained at 42.5%</li> <li>➤ assistance for the most vulnerable rural groups: FCS increased or maintained at 34.1%</li> <li>➤ assistance for the most vulnerable urban groups (voucher): FCS increased or maintained at 24.2%</li> </ul> <p>Proportion of beneficiary household expenditure devoted to food</p> <p>Targets:</p> <ul style="list-style-type: none"> <li>➤ assistance for the destitute: decreased or maintained at 59%</li> <li>➤ assistance for herders in Area C: decreased or maintained at 62%</li> <li>➤ assistance for the most vulnerable rural groups: decreased or maintained at 62%</li> <li>➤ assistance for the most vulnerable urban groups (voucher): decreased or maintained at 55%</li> </ul>	<p>Donor support continues, notably through cash contributions</p> <p>Beneficiaries use cash saved by voucher purchases to buy nutritious foods</p>



## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Risks and assumptions
<p><b>Output 1.1.1</b> Food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions</p>	<ul style="list-style-type: none"> <li>➤ No. of women, men, girls and boys receiving food items, by category and as % of planned (ATD, AVG and assistance for Bedouins)</li> <li>➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type as % of planned</li> <li>➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type as % of actual</li> </ul>	<p>Partners have adequate capacity for planning, monitoring and ensuring accountability</p> <p>Target population participates in identification, planning, implementation and maintenance of project activities</p> <p>Appropriate partners are selected for implementation</p> <p>Partners' commitments are honoured</p>
<p><b>Output 1.1.2</b> Bread vouchers distributed in sufficient quantity to targeted beneficiaries</p>	<ul style="list-style-type: none"> <li>➤ No. of women heads of household receiving vouchers as % of planned (ATD)</li> <li>➤ Total voucher amount and numbers of vouchers distributed as % of planned (ATD)</li> <li>➤ No. of beneficiaries receiving vouchers as % of planned</li> </ul>	<p>Closures do not increase</p> <p>No pipeline breaks occur</p> <p>Bread is readily available in shops on presentation of vouchers</p>
<p><b>Output 1.1.3</b> Bread provided for targeted beneficiaries through vouchers</p>	<ul style="list-style-type: none"> <li>➤ Total bread equivalent (mt) of bread vouchers distributed</li> <li>➤ Vouchers redeemed as % of vouchers distributed</li> </ul>	
<p><b>Output 1.1.4</b> Vouchers distributed in sufficient quantity to targeted beneficiaries</p>	<ul style="list-style-type: none"> <li>➤ No. of women heads of household receiving vouchers as % of planned</li> <li>➤ Total voucher amount and number of vouchers distributed as % of planned</li> <li>➤ No. of beneficiaries receiving vouchers as % of planned (AVG)</li> </ul>	
<p><b>Output 1.1.5</b> Food provided for targeted beneficiaries through vouchers</p>	<ul style="list-style-type: none"> <li>➤ Total food equivalent (mt) of vouchers distributed (AVG)</li> <li>➤ Vouchers redeemed as % of total distributed</li> </ul>	<p>Food prices remain stable</p> <p>Food is readily available in shops on presentation of vouchers</p>



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks and assumptions
<p><b>Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post disaster or transition situations</b></p> <p>Goal: Support the re-establishment of agricultural livelihoods and food security of communities most affected by the conflict through conditional vouchers and school feeding</p>		
<p><b>Outcome 3.1</b> Improved food consumption for targeted beneficiaries</p>	<ul style="list-style-type: none"> <li>➤ Household food consumption score (FCS) Target:</li> <li>➤ VFT, VFW: 30.3%</li> <li>➤ Proportion of beneficiary household expenditure devoted to food: decreased or maintained at 59%</li> </ul>	<p>Beneficiaries use cash saved by voucher purchases to buy nutritious foods</p> <p>Partners are selected</p> <p>Cooperating partners are active in preparation phase</p>
<p><b>Outcome 3.2</b> Targeted communities have increased access to assets in fragile transition situations</p>	<ul style="list-style-type: none"> <li>➤ Community asset score (average)</li> </ul>	
<p><b>Outcome 3.3</b> Targeted households have increased human capital to prevent acute hunger</p>	<ul style="list-style-type: none"> <li>➤ No. of targeted households with enhanced human capital, by type</li> </ul>	
<p><b>Outcome 3.4</b> Enrolment of girls and boys in assisted schools is at pre-crisis levels</p>	<ul style="list-style-type: none"> <li>➤ Retention rate</li> <li>➤ Teachers' perception of students' ability to concentrate and learn</li> </ul>	
<p><b>Output 3.1.1</b> Vouchers are distributed in sufficient quantity to targeted beneficiaries</p>	<ul style="list-style-type: none"> <li>➤ No. of women heads of household receiving vouchers as % of planned (VFW/VFT)</li> <li>➤ Total voucher amount and number of vouchers distributed as % of planned (VFW/VFT)</li> <li>➤ No. of beneficiaries receiving vouchers as % of planned (VFW/VFT)</li> </ul>	<p>Partners are selected for implementation</p> <p>Partners' commitments are honoured</p> <p>Closures do not increase</p> <p>No pipeline breaks occur</p> <p>Food prices remain stable</p>



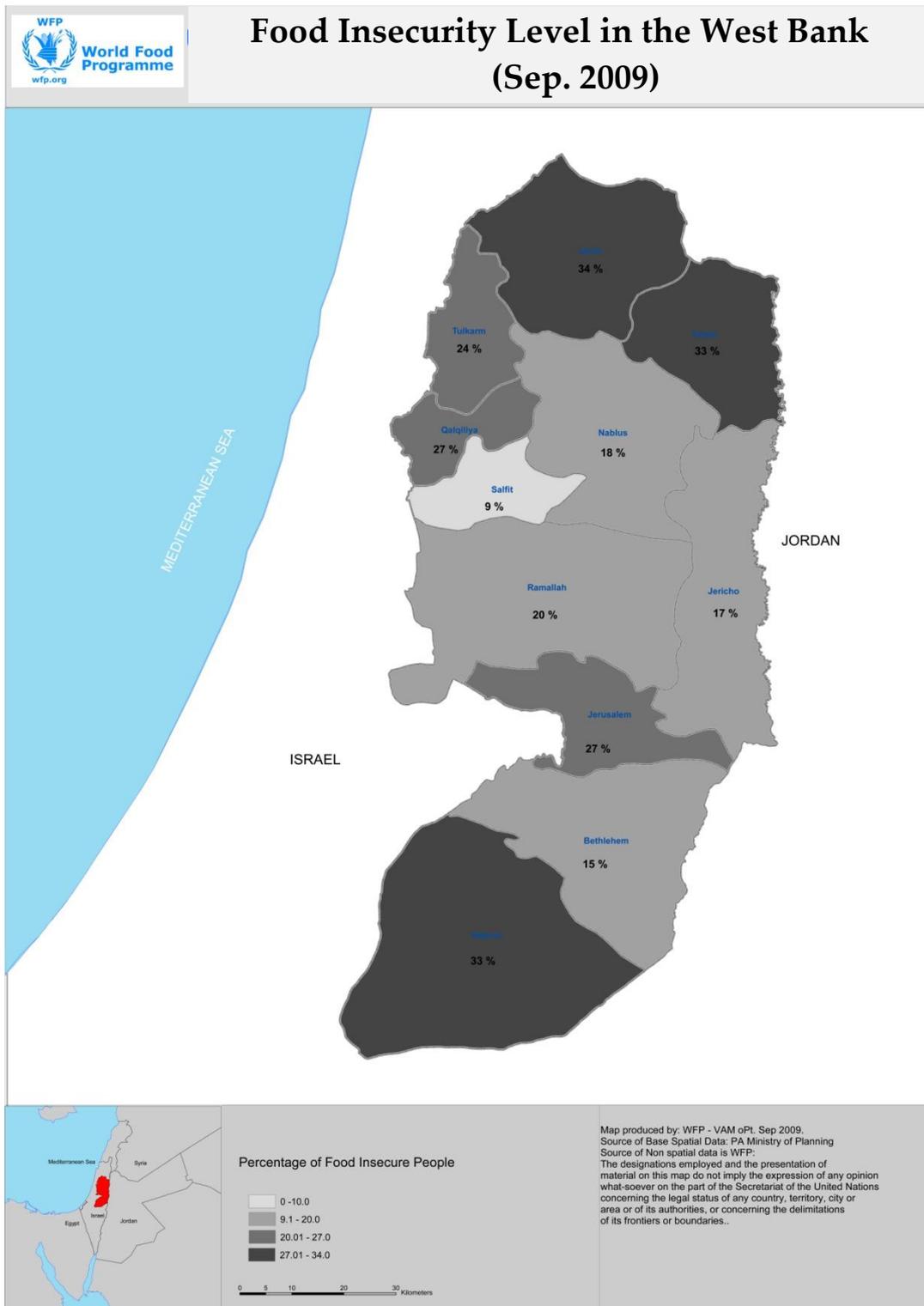
<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Risks and assumptions</b>
<b>Output 3.1.2</b> Food is provided for targeted beneficiaries through vouchers	<ul style="list-style-type: none"> <li>➤ Total food equivalent (mt) of vouchers distributed (VFW/VFT)</li> <li>➤ Vouchers redeemed as % of total distributed</li> </ul>	Target population participates in identifying, planning, implementing and maintaining project activities and assets created
<b>Output 3.2.1</b> Community and individual livelihood assets are developed, built or restored	<ul style="list-style-type: none"> <li>➤ Area of trees planted</li> <li>➤ Area protected or rehabilitated with physical conservation structures</li> <li>➤ No. of tree seedlings produced</li> </ul>	No natural disasters Raw materials and tools are accessible in target areas
<b>Output 3.3.1</b> Human capital in targeted households is enhanced	<ul style="list-style-type: none"> <li>➤ No. of training sessions held</li> </ul>	Communities participate in maintaining assets created Qualified trainers are available
<b>Output 3.4.1</b> School feeding is aligned with the programme of work	<ul style="list-style-type: none"> <li>➤ No. of schools assisted by WFP</li> <li>➤ No. of feeding days per school year in WFP-assisted primary schools.</li> </ul>	No significant school disruptions occur Schools are adequate to accommodate children
<b>Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase</b>		
Goal: Support the PA social safety net through tools aimed at predicting and reducing hunger; and support the state-building plan by strengthening government capacity and using WFP purchasing power to expand the domestic production of the Palestinian economy.		
<b>Outcome 5.1</b> Increased marketing opportunities at the national level with cost-effective WFP local purchases and increase of local food production	<ul style="list-style-type: none"> <li>➤ Food purchased locally of Palestinian origin, as % of food distributed in-country</li> <li>➤ % of increase in sales of small shops</li> </ul>	Local purchases are competitively priced Food is available in sufficient quantity and quality
<b>Outcome 5.2</b> Food Security Monitoring System (FSMS) is institutionalized in the PA	<ul style="list-style-type: none"> <li>➤ Increased capacity of PA to identify food needs, develop strategies and carry out food-based programmes</li> </ul>	
<b>Outcome 5.3</b> Palestinian rural agricultural sector is promoted	<ul style="list-style-type: none"> <li>➤ No. of work activities supported by WFP that are aligned with the Ministry of Agriculture's agricultural strategy</li> </ul>	



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks and assumptions
<p><b>Outcome 5.4</b> The Ministry of Education adopts a school feeding policy and increases funding to school feeding</p>	<ul style="list-style-type: none"> <li>➤ Transition school feeding strategy paper approved by PA</li> <li>➤ % of financial resources allocated by Ministry of Education to school feeding</li> </ul>	
<p><b>Output 5.1.1</b> Production of quality food by local food factories is increased</p>	<ul style="list-style-type: none"> <li>➤ No. of factories supported</li> <li>➤ Tonnage of fortified food items purchased from local factories</li> </ul>	
<p><b>Output 5.1.2</b> Food supply and demand is maintained or improved for local producers and small shopkeepers; food purchased locally</p>	<ul style="list-style-type: none"> <li>➤ Total monetary value (US\$) of food distributed</li> </ul>	PCBS technical staff participates in activities
<p><b>Output 5.2.1</b> FSMS is improved</p>	<ul style="list-style-type: none"> <li>➤ No. of PA staff with enhanced skills in food-security analysis</li> <li>➤ No. of joint assessments conducted</li> </ul>	
<p><b>Output 5.3.1</b> VFW activities are aligned with the Ministry of Agriculture strategy for land reclamation, water harvesting and the greening of the land</p>	<ul style="list-style-type: none"> <li>➤ No. of meetings with Ministry of Agriculture to identify targeted localities and priorities</li> <li>➤ No. of coordination meetings to reflect on achievements and implementation progress</li> </ul>	<p>Agronomists from the Ministry of Agriculture cooperate</p> <p>Ministry of Agriculture staff participate in meetings</p>
<p><b>Output 5.4.1</b> School feeding strategy paper prepared and shared with partners and stakeholders</p>	<ul style="list-style-type: none"> <li>➤ No. of Ministry of Education staff involved in preparing the school feeding policy</li> <li>➤ No. of meetings with participating staff</li> <li>➤ No. of stakeholder workshops organized</li> </ul>	Ministry of Education allocates staff to policy preparation



**ANNEX III**



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

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## ACRONYMS USED IN THE DOCUMENT

ACF	<i>Action contre la faim</i> (Action Against Hunger)
ATD	food assistance for the destitute
AVG	assistance for vulnerable groups
CAP	Consolidated Appeals Process
CFSVA	comprehensive food security and vulnerability analysis
CRS	Catholic Relief Services
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FCS	food consumption score
FSMS	Food Security Monitoring System
PA	Palestinian Authority
PCBS	Palestinian Central Bureau of Statistics
PRRO	protracted relief and recovery operation
SEFSec	Socio-Economic and Food Security
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
VFT	vouchers for training
VFW	vouchers for work