WFP Emergency Operation (EMOP) Syria No. 200042, 'Emergency Response to the Drought in the North-East of Syria'.

Duration: 8 months (December 2009 - July 2010) Number of beneficiaries: 300,000 WFP food tonnage: 30,157 mt WFP food cost: US\$ 16,147,538 Total cost to WFP: US\$ 22,330,337

EXECUTIVE SUMMARY

North-East Syria has been hit by a third consecutive year of drought, the effects of which are further exacerbated by the impact of the high food and fuel prices and the global financial crisis, which has resulted in a dramatic decrease in the communities' resilience capacity. This EMOP is a continuation of WFP assistance to these communities, targeting the most vulnerable.

According to the Government of Syria and two UN assessment missions in 2009, the rural population directly affected by the drought has lost almost all sources of livelihood and faces extreme hardship. Up to 80 percent of those severely affected live mostly on a diet of bread and sugared tea, not enough to cover both caloric and protein daily needs required to pursue a healthy life¹. Direct consequences of the drought include decreased food intake, reduced capacity to restore livelihoods, massive internal displacement towards urban centres and alarming school drop-out rates in some areas. Those affected cannot sustain or restore their livelihoods without emergency food assistance, coupled with other assistance such as potable water, farming inputs and animal feed.

In view of the rising food insecurity and exhausted coping mechanisms of an already structurally poor population, the Joint UN Needs Assessment Mission (JNAM) recommended immediate assistance to the most affected rural population in three governorates in the northeastern region: Al-Hasakeh, Al-Raqqa and Deir Ezzor.

In August 2009, in response to this crisis and following the Government's request, the United Nations Country Team (UNCT) prepared the UN Syria Drought Response Plan (SDRP) aimed at addressing emergency humanitarian needs and reducing the impact of the drought on the most vulnerable 300,000 of the 800,000 severely affected people. In line with this Response Plan, the UNCT is planning a fully coordinated response. Assistance for the remaining 500,000 severely affected drought victims is being provided by the Syrian Government.

WFP will provide emergency food assistance to the most vulnerable small-scale farmer and herder households with the aim of preventing a further reduction in the quantity (number of meals) and quality (food diversity) of food consumption in the targeted areas, as well as decreasing and preventing the morbidity and mortality associated with acute malnutrition.

WFP in coordination with other UN agencies will gradually introduce supplementary feeding with fortified food targeted at the most vulnerable groups of children under five as well as pregnant and lactating women.

The EMOP will be implemented in line with the Syrian Government's crisis management response and the development framework for the drought-affected disadvantaged northeastern region.

¹ UN Joint Needs Assessment Mission (JNAM), 2009

The EMOP will address WFP Strategic Objectives (SO) 1 - to save lives and protect livelihoods in emergencies and SO 5 - to strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase. It will also contribute to achieving Millennium Development Goal 1 - to eradicate extreme poverty and hunger.

Upon completion of the EMOP, and subject to the confirmation of needs, WFP would consider supporting livelihood recovery activities through a smaller scale follow-up operation aimed at building drought resilience in affected communities.

1. SITUATION ANALYSIS AND SCENARIO(S)

(a) The overall context

- 1. Although Syria is a middle-income country ranking 107th out of 177 countries in UNDP's 2009 Human Development Index, its growth performance is erratic. Achieving high and sustainable rates of economic growth remains a challenge. The relatively poor growth performance since the mid-1990s is reflected in an increasing per capita income gap between Syria and neighboring MENA economies. Almost two million individuals (11.4 percent of the population) live below the poverty line.²
- 2. In addition, the country is characterized by major disparities. While the prevalence of poverty reaches 62 percent in rural areas, the greatest differences are geographic, with the northeastern region, both rural and urban areas, having the highest incidence, depth and severity of poverty.³ The 10th Five-Year Development Plan of the Syrian Government focuses in particular on the development of structurally disadvantaged areas. It aims to provide a better coverage of basic infrastructure and enhance the population's resilience to drought and other shocks.
- 3. The country is an agrarian-led economy, with the agricultural sector contributing 20 percent of the GDP.⁴ This sector remains the principal driving force of GDP growth.⁵
- 4. Syria has a predominantly dry Mediterranean climate with a continental influence; two thirds of the country receives less than 250 millimeters of annual rainfall. More than half of its land (55 percent) is steppe, and almost 10 percent semi-arid land. The country is highly exposed to desertification and cyclical droughts.
- 5. Since 2006, Syria has been affected by three consecutive episodes of drought. While the 2007/2008 drought was the worst in 40 years and had a wider geographical reach, the 2008/2009 drought has hit a population already suffering from the impact of previous episodes of drought and economic difficulties resulting from the global high food and fuel prices and the financial crisis. The effects of drought are further

² UNDP, Poverty in Syria, Damascus, 2005.

³ UNDP, Macroeconomic Policies for Poverty Reduction: the Case of Syria, 2005.

⁴ World Bank Data Profile Tables, 2009.

⁵ UNDP, Macroeconomic Policies for Poverty Reduction: the Case of Syria, 2005.

compounded by an increasing population, with a national annual growth rate of 2.1 percent, 6 and excessive pressure on a fragile environment.

- 6. The hardest-hit area is the northeastern region, which is normally the country's grain basket. Due to the drought, only 2.14 million tons of wheat was produced in 2008⁷ against 4.9 million in 2003 and 3.6 million in 1993. As a result, in 2008, for the first time in 15 years, Syria purchased wheat on the international wheat market to compensate for one of its smallest harvests on record. The main income sources are agricultural activities and livestock rearing. Before the drought, the region accounted for 36.7 percent of livestock in the country and 34.3 percent of wool production.
- 7. According to the 2009 UN Joint Needs Assessment (JNAM), the drought has drastically affected the populations living in agro-climatic zones which receive less than 250 millimeters of rainfall annually (agro-climatic zones 4 and 5⁸) and has resulted in losses of all productive assets and in distress coping strategies. These range from a significant reduction in food intake to the displacement of entire families to the periphery of urban centres⁹, and in taking children out of school to contribute to the household economy. Both men and women have been badly affected. However, the burden on women is much higher as, due to the migration of their husbands, the majority of them have been left alone to look after the children and their households.
- 8. The Syrian Government has been providing assistance to the most vulnerable segment of the drought-affected population since 2008. However, the scope and severity of the crisis are overstretching the Government beyond its response capacity. Following the Government's request, the UNCT prepared a Syria Drought Appeal in September 2008 and a UN Syria Drought Response Plan (SDRP) in August 2009, aimed at supplementing the Government's assistance to the most affected population.
- 9. WFP is currently implementing EMOP 10778.0 providing targeted food assistance to 40,000 small-scale herders and their families living in the Syrian Steppe to mitigate the losses of livestock and to preserve their food security. This operation will end on 30 November 2009. Hence, the proposed EMOP should be considered as a continuation of the current one, albeit with a shift in its objectives, in its targeting and food basket, in order to address the deteriorating situation.
- 10. At present, WFP is also implementing a school feeding project for 29,000 children living in the northeast, which is reinforcing the impact of the EMOP. It is reported that the schools assisted under this programme are witnessing an increased enrolment and attendance, as well as a stabilized drop-out rate. By maintaining children in school, the school feeding project contributes to preventing the internal displacement of the entire family and as such allows for a positive coping strategy.

⁶ Central Bureau of Statistics 2008.

⁷ This represents 40% of the 2008 needs, Ministry of Agriculture.

⁸ Map of Agro-climatic zones in Syria, FAO.

⁹ Most of the displaced families (70 percent) moved in Dara'a in the Southwest, and the remaining number moved to rural Damascus, Damascus, Homs, Lattakia and Tartous: Syrian Association for Health Promotion and Development, and UNICEF Participatory Rural Assessment for Migrant Communities in Rural Damascus due to Drought in Northeastern Areas, July 2009.

(b) The food security and nutrition situation

- 11. Prior to the drought, the northeastern region was already the most structurally disadvantaged and poorest in Syria. The region has always lagged behind in its economic and social development. All infrastructure and services in the three governorates of this region (Al-Hasakeh, Al-Raqqa and Deir Ezzor) are weaker than elsewhere in the country. Health centre coverage for example is limited. This structural weakness is further exacerbated by the increasing demand for health services resulting from the impact of the continuous drought.
- 12. The prolonged drought (2006-2009) has had a devastating impact on the food security and livelihoods of the affected population. Their income has, on average, decreased by over 90 percent and, even worse, their assets and sources of livelihood are lost and/or irremediably compromised (loss of stocks, soil degradation of fields, scarcity of water). The population is suffering from poor food consumption, insufficient supplies of potable water and inadequate health services.
- 13. Food insecurity is mostly the result of reduced access to food. The population no longer has the purchasing power to buy food, nor does it have the means to afford transportation to reach markets, which are always far from settlements.
- 14. Over 80 percent of the families visited during the UN Joint Needs Assessment revealed that their daily food intake was composed mostly of bread and sugared tea with no difference between children and adults. Milk is no longer available for children. Most families have not consumed animal proteins in months. Daily meals have been reduced from three to one for adults and to two for children. It is evident that this diet will lead to significant nutrition problems in all age groups of the most severely affected population.¹⁰ Although it is difficult to disaggregate the coping strategies between men and women, the women in addition to reduced quality and quantity of food intake, see their weddings delayed or are married at early age, in order to reduce their families' expenditures or to transfer responsibility for their well-being to their husbands' family.
- 15. Malnutrition has been a constant public health concern in northeastern Syria. The Multiple Indicator Cluster Survey (MICS) of 2007 shows that the main nutrition indicators for children under 5 was higher in the northeastern governorates compared with the national average. In 2006, stunting in these areas was as high as 35 percent, and rates for underweight were peaking at 23 percent. The nutritional status witnessed in 2006 has further deteriorated due to the severe drought. Recent data collected at the primary health care centres of Al-Hasakeh, Al-Raqqa and Deir Ezzor indicate that between 2006 and 2009 there has been a drastic increase in nutrition-related diseases. The recently established nutrition surveillance system based on information from sentinel sites indicates a high rate of anaemia (42 percent)¹¹ for children aged 6-12 months in Al-Raqqa governorate, most probably due to poor complementary feeding practices and poor food consumption due to the prolonged drought. In general, however, the lack of consistent, reliable nutritional data remains a concern for government and UN partners.
- 16. While seasonal labour internal migration of some male family members is a common practice for poor households of the steppe and arid zone, sharp impoverishment in

¹⁰ JNAM, 2009.

¹¹ Syria Drought Response Plan 2009.

recent years has resulted in internal migration of entire families from 160 villages to the periphery of urban centres.¹² Since early 2009, the internal migration pattern has increased dramatically, with 65,000 families already having left their villages, out of which 35,000 from Al-Hasakeh and 30,000 from Al-Raqqa, Deir Ezzor and Aleppo.¹³ This drastic move did not save the internally displaced families from further hardship and final destitution. Instead they have lost their social ties, and are often exploited at below-market labour rates. It has also further increased the strain on the limited job market, resources and public services, which have been already impacted by the presence of approximately one million Iraqi refugees.

- 17. Under such conditions, drop-outs in schools are very high and enrolment has significantly declined. According to the JNAM results, enrolment in some schools in northeastern Syria has decreased by up to 80 percent. Children are not attending school either because they follow the family in the internal migration process, or the family can no longer afford school costs, or because they are sent to work to provide some income to the family. Schools receiving support under the WFP school feeding development project provide a welcome counter-trend, demonstrating the important role of food assistance as a stabilizing factor.
- 18. Given the recent sharp impoverishment, increased food insecurity and exhausted coping mechanisms of the population, the JNAM and the SDRP 2009 recommended the launch of an emergency operation to assist 300,000 most vulnerable people in Al-Hasakeh, Al-Raqqa and Deir Ezzor governorates.

(c) Scenarios

- 19. The EMOP is designed to address the impact of the previous years' rainfall failure and to cover nutritional needs during the lean period. It will run until the next harvest in July 2010. If the rains are good and the harvest season seen as promising, early recovery and disaster prevention and mitigation activities will be considered after completion of this proposed EMOP.
- 20. Until recently, Syria had no systematic nutritional data collection system in place and concern over the nutritional status of the population was not a priority of the central government. UNICEF and WFP have jointly been raising the Government's awareness on this issue resulting in the establishment of a new nutritional surveillance system by the Government with technical assistance from UNICEF. Data from this surveillance system as well as from a Emergency Food Security Assessment (EFSA) to be undertaken early 2010 may reveal a higher number of malnutrition cases than those currently estimated. Subject to these findings, the operation may be realigned accordingly. WFP will consider the possibility of providing a full ration and/or rapidly scaling up the planned supplementary feeding component if the prevalence of acute malnutrition reaches a level close to the emergency threshold established by WHO.

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

¹² International Institute for Sustainable Development, June 2009.

¹³ Syrian Association for Health Promotion and Development and UNICEF Participatory Rural Assessment for Migrant Communities in Rural Damascus due to Drought in Northeastern Areas, July 2009.

(a) Policies, capacities and actions of the government

- 21. The Government is fully aware of the gravity of the drought crisis and is concerned with the deepening vulnerability of the affected population and the related socioeconomic instability which may result in an unprecedented flow of internal displacement.
- 22. In August 2009, the Government took tangible steps on drought mitigation policies by adopting a National Drought Strategy with implementation guidelines and by creating an Inter-Ministerial Committee directly headed by the Ministry of Agriculture. Furthermore, a new Directorate for Drought Management is being established to identify drought-prone areas, build a new early warning system and set up emergency plans.
- 23. Since 2008, the Government has launched several relief interventions across all sectors, from food assistance to support to farmers and herders, and is planning wider measures for 2009 and 2010. By July 2009, the Government had provided a total of 5,600 tons of food assistance to 96,660 households or to about 500,000 people living in Al-Hasakeh, Al-Raqqa, Deir Ezzor, Homs and Rural Damascus.¹⁴
- 24. Following a ministerial field assessment mission in June 2009, a set of measures was issued to mitigate the effects of the drought. The recommendations included the following:
 - a. Establish a fund for the drought-affected population amounting to 1 percent of the country's agricultural production value;¹⁵
 - b. Deliver seeds to farmers and fodder to small-scale herders;
 - c. Increase the purchase price of cereal crops and renegotiate farmers' loans over a nine-year period with a one year grace period;
 - d. Launch a new programme of loans; and
 - e. Deliver licenses to 13,000 existing unauthorized wells.
- 25. In the longer term, besides the implementation of the 10th Five-Year Development Plan, the Government of Syria has undertaken studies on "non-agricultural" solutions and on the creation of a favorable environment for investment. These include feasibility studies for tourism development and agro-industries as well as for the transportation of water from the Tigris River to the steppe, necessary for the irrigation development of some 150,000 ha of land in Al-Hasakeh. This project is expected to retain farmers on their land, provide employment opportunities and offer new sources of income to farmers without land for most of the agriculture season, which will ensure a better livelihood of the rural population.
- 26. Government institutions are present in the drought-affected areas, including local administrations (governorates), local representations of the ministries of agriculture and irrigation, and the two centralized commissions [the Badia Commission and the State Planning Commission (SPC)], both directly linked to the Prime Minister's Office.
- 27. While strong in terms of staff, skills and follow-up on government directives and resources, these institutions would need further training and enhancement in addressing the various dimensions of the crisis. Despite an efficient logistical

¹⁴ SPC official communication, July 2009.

¹⁵ Ministerial instructions - Prime Minister Office, 2009.

capacity able to reach the most remote areas, quick response and rapid scaling up capacity needs to be reinforced. There is also a strong need for capacity development to create more efficient inter-institutional coordination, participation and a bottom-up approach working with civil society and international partners.

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

- 28. With the exception of WFP and government assistance, only ad hoc food assistance has reached the drought-affected population. Since 2008, following a government request, the UNCT has initiated actions to create awareness among the international and donor communities. Three UN assessments were undertaken, and a UN Drought Appeal (2008) and a UN Drought Response Plan (2009) were prepared. Reports of these were widely distributed within the international community. Compared to 2008, in 2009 the donor community has demonstrated a heightened interest and concern for the devastating impact of the drought.
- 30. Key players for this EMOP include the United Nations Country Team in Syria, with a harmonized and consolidated approach to address the drought crisis. WFP food distribution will be complemented by the specific interventions of FAO, UNICEF, UNDP and WHO, as well as the IOM. Several donor missions to affected areas have taken place, and the donor community is well aware of the gravity of the drought situation and the need to provide funding.
- 31. The presence of international NGOs is limited in Syria. With the exception of Action Contre la Faim (ACF) working in Al-Hasakeh governorate for the Iraqi refugee operation under the umbrella of the Syrian Arab Red Crescent (SARC), none of them has so far been able to join the relief effort in the drought-affected area. The strongest civil society actor in Syria is SARC, which relies on a strong network widely spread over the territory, including the drought-affected areas. The existing national and international NGOs in the country are currently working under SARC's umbrella for the Iraqi refugee operation.

(c) Coordination

- 32. The UN Resident Coordinator hosts regular meetings with the UNCT, donors and representatives of the diplomatic corps as well as with key Government ministries to coordinate action.
- 33. In order to enhance the impact of UN humanitarian assistance, FAO, UNICEF, WHO, IOM, UNDP and WFP are joining efforts to meet the needs of the drought-affected population. The agencies are acting in synergy with government counterparts, which for the WFP component will be represented by the State Planning Commission (SPC), the General Badia Commission, the Ministry of Education (MOE) and the Ministry of Health (MOH). All stakeholders have agreed to target the same geographical areas based on agreed criteria.
- 34. UNICEF will provide therapeutic feeding to severely malnourished children under 5 using Ready-to-Use Therapeutic Food. This will be done in close collaboration with WFP to ensure the best access and identification of malnourished children through promotional activities at food distribution points. Therapeutic food will be delivered in Al-Shadadi district. In 2008, UNICEF established a nutrition surveillance system,

which is gradually expanding and should yield initial enhanced malnutrition data by the end of 2009.

35. In line with the Syria Drought Response Plan, WFP beneficiaries will also receive seeds and fodder from FAO. IOM will assist the internally displaced families at their current locations, encouraging them to return home. WHO will support the Government in enhancing its response capacity to deal with increasing demand at the village health centres. UNICEF will build water purification units and UNDP will rehabilitate wells for the selected communities.

3. OBJECTIVES OF WFP ASSISTANCE

- 36. The overall goal of the EMOP is to provide food assistance to the most severely affected segment of the population whose lives and livelihoods, as well as food and nutrition security, have been adversely affected by drought. The EMOP is in line with WFP Strategic Objective 1 (to save lives and protect livelihoods in emergencies), and WFP Strategic Objective 5 (to strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase). The EMOP will contribute to Millennium Development Goal 1 to "Eradicate extreme poverty and hunger".
- 37. The immediate objectives of the operation are to: i) to ensure an adequate and balanced food intake by targeted beneficiaries (SO1); ii) reduce negative coping strategies (SO1), and iii) to enhance national capacities to respond to food security crises (SO5).
- 38. It is also expected that the assistance will prevent further internal displacement, boost the return of those displaced families who left their villages for urban areas and avoid child labour. In addition, to prevent further increases of malnutrition prevalence among children under 5 and pregnant and lactating women, a small-scale supplementary feeding component will be initiated in Al-Shadadi district, which is the district with the highest rate of displacement and school drop-outs and where there is some indication of high levels of under nutrition. This component may be scaled up and expanded to other governorates following further verification of the nutritional situation. The objective to enhance national capacities (SO5) will be complemented by the design and implementation of a food security monitoring system in the drought-affected areas of northeastern Syria, currently being established by WFP within the new Directorate for Drought Management, with support from the German Quality Improvement Grant.

4. BENEFICIARIES AND TARGETING

39. The 2009 JNAM estimated that 1.3 million people living in rural communities in the steppe and marginal agricultural zones of Syria are affected by the drought, as their sources of livelihood have been compromised. Among them, 800,000 people are severely affected. Over 95 percent of these people live in three governorates: Al-Hasakeh, Al-Raqqa and Deir Ezzor.

40. In line with the UN SDRP, this EMOP will target 300,000 of the most vulnerable households through a General Food Distribution ration. The breakdown of the target population by sex and age is shown in the table below:

TABLE 1: BENEFICIARIES BY SEX AND BY AGE						
Age	Male	Female	Total			
Under 5	24,150	23,003	47,153			
5 -19	62,698	59,368	122,066			
Adults above 19	66,323	64,458	130,781			
Total	153,170	146,830	300,000			

- 41. In the two most affected sub-districts of Al-Shadadi district, 6,000 children under 5 and 2,000 pregnant and lactating women¹⁶, out of a total of 42,000 people, will also receive supplementary feeding assistance.
- 42. WFP will identify the beneficiaries using a combination of geographical, community and household targeting according to the following criteria:

Geographical level targeting - The EMOP will be implemented in the agro-climatic zones receiving less than 250 mm of annual rainfall (agro-climatic zones 4 and 5) of Al-Hasakeh, Al-Raqqa and Deir Ezzor governorates, with the exception of the Euphrates River belt and urban areas. It will focus on the districts where an analysis of the Vegetation Index (NDVI) – the difference from normal - indicates a high level of deterioration of the vegetative cover during the past three years (Annex III map).

Community-level targeting - The General Badia Commission will provide WFP with lists of the most vulnerable among the affected communities based on the levels of crop failure, livestock depletion, lack of potable water, remoteness from public services, levels of internal displacement, and school drop-out rates. Al-Shadadi is one of the most affected areas in Al-Hasakeh governorate with the highest migration rate. Accordingly, it has been prioritized by the UN agencies (UNICEF, FAO and WFP) for urgent assistance in the CERF appeal. Communities with more than 10 percent of Government employees and/or a significant migration flow to Lebanon and the Emirates will be excluded as they have a higher and more regular source of income. Following the success of the school feeding project DEV 10678.0, WFP will pilot a new emergency food distribution activity in Al-Shadadi district using primary schools as a distribution channel, whereby school-aged children will be the "direct recipients" of the family ration entitlement. This is expected to reduce dropouts, decrease child labour, discourage the displacement of entire families, and encourage families to return to their villages and attend to their land.

Household-level targeting – Targeted beneficiaries will be the most vulnerable among the severely affected small-scale farmers' and/or herders'¹⁷ rural households who have lost at least two consecutive rain-fed crops and/or over 80 percent of their animal stock, with no access to irrigation and alternative sources of income. As the General Badia Commission has proved to be effective in targeting under the current EMOP, it will identify the households using a community participatory approach. Once lists are received, the country office will proceed with a verification exercise

¹⁶ Demographic figures of the Central Bureau of Statistics 2008 indicate that children under 5 amount to 15.6 per cent of the total population and pregnant and lactating women amount to 20 percent of the women over 18. ¹⁷ Small-scale farmers: Owning 20 ha or less at the 4th agro-zone area of rain fed cultivated land; small scale herder: less than 50 animals.

based on a random selection of locations and families to ensure that geographical, community, and household selection have been properly applied. In Al-Shadadi district, households with children under 5, as well as pregnant and lactating women, will be targeted for supplementary feeding; UNICEF will also be implementing therapeutic feeding in this district.

5. NUTRITIONAL CONSIDERATIONS AND RATIONS

- 43. The 2009 JNAM revealed that the severely affected population is suffering from poor food intake, insufficient supplies of potable water and inadequate health services. Their current diet is characterized by a scarcity of energy and proteins, an absence of vitamins and fats, along with a disproportionate amount of calories coming from carbohydrates and fat.¹⁸ The nutritional status, especially for children under 5, is deteriorating. Since the onset of the drought, the number of children visiting health centres for water-borne and nutrition-related diseases has sharply increased.
- 44. The food assistance will complement the beneficiaries' current daily ration by providing an average of 1,584 kcal per day per person. The ration will cover 75 percent of energy, 92 percent of protein and 87 percent of fat requirements in addition to calcium, iodine, iron and other micronutrients. The monthly ration for each beneficiary will consist of 8.75 kg of cereals (including 2.5kg of fortified wheat flour), 2.5 kg of pulses, 1 litre of vegetable oil and 25 g of salt.
- 45. The supplementary feeding in Al-Shadadi district will provide for monthly distribution of 1.39 kg of Ready-to-use Supplementary Food (RUSF) to children between 6 months to 2 years old. In addition, a monthly ration of 5 kg of Wheat Soya Blend (WSB), 500 g of sugar and 1 litre of oil will be distributed to children from 2-5 years of age and to pregnant and lactating women.
- 46. Due to the large family size in the targeted areas (10 members), and in order to avoid a monotonous diet, a diversified and balanced food basket will be distributed to households. The food baskets are designed to match traditional consumption patterns. A consignment of 334 mt of dates is also expected to arrive in December 2009 and will be distributed during the first cycle of distribution.
- 47. To increase efficiency and performance, the repacking of commodities will be minimized and rations will be distributed every two months. The first distribution cycle will take place in January 2010 and the last one in July 2010.

¹⁸ JNAM 2009

g/per capita/day	Energy kcal/per capita/day	Monthly Ration kg/per capita/month	Total requirement (mt)			
208.33	740	6.250	15,000			
83.33	280	2.500	6,000			
83.33	292	2.500	6,000			
30.7	272	0.921	2,211			
4.16	-	0.125	300			
Total 410 1584 12.30 29,511*						
	208.33 83.33 83.33 30.7 4.16 410	208.33 740 83.33 280 83.33 292 30.7 272 4.16 - 410 1584	208.33 740 6.250 83.33 280 2.500 83.33 292 2.500 30.7 272 0.921 4.16 - 0.125			

48. The food basket for the supplementary feeding component will provide an additional 1,005 kcal, covering 48 percent of daily nutritional requirements, 63 percent of protein and 91 percent of iron in addition to Vitamins A and C. The tables below show the supplementary feeding food requirements for 8,000 beneficiaries (children 2-5 years, children 6 months to 2 years and pregnant and lactating women) for eight months.

TABLE 3: SUPPLEMENTARY FEEDING (children 2-5 years old and P&L women)						
Daily Ration g/per capita/day	Energy (kcal/p/day)	Monthly Ration kg/per capita /month	Total requirement (mt)			
166.66	667	5.00	220			
16.66	67	0.5	22			
30.7	272	0.921	41			
214	1005	6.43	283*			
	g/per capita/day 166.66 16.66 30.7 214	g/per capita/day Energy (kcal/p/day) 166.66 667 16.66 67 30.7 272 214 1005	g/per capita/day Energy (kcal/p/day) kg/per capita /month 166.66 667 5.00 16.66 67 0.5 30.7 272 0.921			

* In addition, 36 mt of dates will be distributed during the first cycle of distribution, increasing the total requirement of supplementary feeding for children 2-5 years old and P&L women to 319 mt.

TABLE 4: SUPPLEMENTARY FEEDING (children 6 months to 2 years old)						
Commodity	Daily Ration g/perEnergy kcal/perMonthly Ration kg/per capita/dayTotal require (mt)		Total requirement (mt)			
RUSF	46.3	247	1.39	28		

49. The total requirements for general food distribution, supplementary feeding for children 2 to 5, pregnant and lactating women, and also for children 6 months to 2 years old is 30,157 mt, including 336 mt from an in-kind donation of dates, as shown below:

		No. Beneficiaries		Commodity	Daily Ration g/per capita /day	Monthly Ration kg/per capita/month	Total requirement (mt)	
ion	u			Cereals	208.34	6.25	12,900	
ibut	distribution ers	26.000		Pulses	83.34	2.5	5,160	
listr	tribu	26,000 households	258,000	Fortified WHF	83.34	2.5	5,160	
Др	dist	nousenoius		Veg.Oil	30.7	0.921	1,901	
Activity1:General Food Distribution	Via dist centers			Iodized salt	4.16	0.125	258	
eral				Cereals	208.33	6.25	2,100	
jene	Schools in Shadadi	4,000		Pulses	83.33	2.5	840	
/1:0	Via Schools Al-Shadadi	school aged		42,000	Fortified WHF	83.33	2.5	840
ivity	Sch	children		Veg.Oil	30.7	0.921	309	
Act	Via Al-S			Iodized salt	4.16	0.125	42	
Total 300,000						29,510		
Dates	are added	l as an in-kind dona	ation from Sa	udi Arabia & Qatar	29,810			
Ŋ		Children <2	2,500	Plumpy Doz	46.3	1.4	28	
lent	Iter			WSB	166.67	5.0	140	
len	cer	2< Children <5	3,500	Sugar	16.67	0.5	14	
ddn	care			Oil	30.7	0.9	26	
2:S	lth e			WSB	166.67	5.0	80	
Activity2:Supplementry Feeding	Via health care centers	P&L women	2,000	Sugar	16.67	0.5	8	
Act	Via			Oil	30.7	0.9	15	
Total	, ,		8,000		•		310	
Dates	are added	l as an in-kind dona	ation from Sa	udi Arabia & Qatar	(36mt)		346	
					Total Act.1&A	at 2	30,157	

TABLE 5- DAILY RATIONS AND TOTAL REQUIREMENTS BY ACTIVITY AND BENEFICIARY

6. IMPLEMENTATION ARRANGEMENTS

- 50. The food needs of all female-headed households belonging to the category of the most vulnerable among the severely affected population will be prioritized in the event of a limited availability of resources and funds.
- 51. A Memorandum of Understanding (MOU) between the Government represented by the State Planning Commission (SPC) - and WFP will be signed to define roles and responsibilities for the implementation of this EMOP. At the local level, the General Badia Commission will be the implementing counterpart for project activities, including the targeting and household selection process according to WFP pre-set criteria. SPC will assist in the identification of suitable distribution centres and in arranging distributions in the three governorates.
- 52. Distributions will be carried out through cooperating partners. The primary partner will be the General Badia Commission, which is currently distributing WFP commodities under EMOP 10778.0. The selection of additional partners, such as international or national NGOs, will be based on their operational capacity and experience in the distribution of food assistance. A Field-Level Agreement will be signed to govern all aspects of distribution. The distribution partner(s) will be responsible for regular reporting on the number of beneficiaries receiving food assistance during each cycle with a breakdown by age and gender, and also for accounting for the quantities of food distributed, and any losses or damages incurred

٦

during food handling. WFP counterparts in Syria (Government or NGOs) will be assisted as required to implement a gender sensitive approach to operations; gender equality is also supported by Syrian legislation.

- 53. The modality of distribution through primary schools in Al-Shadadi district will cover 4,000 children as "recipients" for their families, reaching approximately 42,000¹⁹ people out of the total 300,000 people targeted by the whole operation. The implementation arrangements will be as follows:
 - WFP will provide all school aged children in targeted schools with a take-home ration for the entire family (the same GFD ration of 75% of daily kcal requirements provided for emergency distribution);
 - In partnership with SPC and MOE, 75 primary schools will be targeted in Al-Shadadi district;
 - Upon receipt of the list of students and the number of family members from the MOE, WFP will distribute the family ration every two months.
- 54. In partnership with the MOH, supplementary feeding will be distributed to children under 5 and pregnant and lactating women through selected health care centres in Al-Shadadi district.
- 55. No significant negative environmental impact is anticipated as a result of the EMOP's implementation. On the contrary, a positive overall impact is expected due to efforts to improve the policy framework for a sustainable management of steppe and arid zones in Syria.
- 56. For cost effectiveness, food will be imported into the country. However, regional procurement will also be considered to ensure a rapid response. Tartous port will be the main port of entry for overseas shipments where sufficient facilities and equipment are available (Lattakia port will be used as a back-up in case of congestion or heavy traffic). Clearing, forwarding and customs clearance arrangements will be handled by WFP service providers. WFP staff will follow up on daily port operations to ensure smooth clearance and timely delivery of food assistance to extended delivery point (EDP) warehouses.
- 57. WFP-contracted transporters will be responsible for primary land transport from Tartous port to EDP warehouses in Al-Hasakeh, Al-Raqqa and Deir Ezzor. A list of 10 reliable short-listed companies has been identified. Once the actual distribution plan is set, the Government of Syria represented by SPC will take over the EDP operations and will arrange for the secondary land transport from EDP warehouses to final delivery point (FDPs) (i.e. distribution centres). Logistics will be managed by a Sub-Office that will be opened either in Al-Hasakeh or Deir Ezzor governorates, with technical support from the logistics unit at the WFP main office in Damascus. Three storekeepers (one in each EDP warehouse) will advise on intermediate food storage and inventory practices, with one Senior Logistics Assistant dedicated to quality insurance of intermediate storage operations including re-bagging into units suitable for final distribution to beneficiaries. The flow of commodity information will be mainly handled through the WFP Commodity Tracking System (COMPAS).
- 58. Given the urgent nature of this operation, WFP will cover the management of port operations and transport to EDPs. The LTSH matrix prepared for this project reflects

¹⁹ 42,000 beneficiaries represent the population of the two most affected sub-districts in Al-Shadadi.

the overall downstream supply chain costs from the ports of entry to FDPs, which are estimated at US\$107 per mt. The Government of Syria will contribute 54 percent of LTSH costs, with WFP covering the remaining 46 percent, estimated at US\$ 49 per mt.

- 59. As part of government capacity development, in addition to the design and establishment of a Food Security Monitoring System, WFP will conduct a workshop on the distribution of food assistance in emergencies, in addition to various trainings for selected government partner staff, such as the Directorate for Drought Management, the General Badia Commission and the Ministry of Health. Particular emphasis will be given to supplementary feeding activities where nurses from health centres will be trained. WFP will also recruit staff to assist and advise counterparts on best practices in transport and food handling.
- 60. The procurement plan foresees the international purchase of rice (10% broken) and salt, and regional purchase of bulgur wheat, fortified wheat flour, pulses and oil. Although international purchases increase costs, the short period of implementation (only 24 weeks to receive all food items) poses a concern regarding the timing of arrivals. Regional procurement would be the solution, combining both cost effectiveness and shorter delivery times, given the availability of most of the food items in the region and estimated delivery times of about one week. With US\$ 1.4 million CERF and an already confirmed contribution of US\$ 0.8 million, procurement could start in December 2009. For items not available in the region such as rice, a loan from the ongoing operation for Iraqi refugees could be arranged until internationally procured food is received. RUSF and WSB would be imported from Europe.

7. PERFORMANCE MONITORING

- 61. Standard corporate indicators and project-specific outcome, output and process indicators will be collected and analyzed by the country office monitoring team. (Annex II Logframe). The monitoring team will design a results-based management and monitoring system to ensure effective post-distribution monitoring and to assess the impact of the assistance distributed. WFP field monitors and government staff will be involved in post-distribution monitoring and beneficiary contact monitoring. WFP's Gender Policy for 2009 will be considered in all M&E activities.
- 62. Monitoring will include household interviews, with selection being made from a statistically representative sample, which will cover at least 10 percent of the targeted communities.
- 63. An in-depth Emergency Food Security Assessment (EFSA) will be undertaken after completing the first distribution cycle to refine the analysis and track the changes in vulnerability, nutritional status and coping mechanisms of the drought-affected population. The exercise will be complemented by a data collection system covering the entire steppe area, currently under preparation by the General Badia Commission. The results of the analysis and the EFSA will allow re-alignment of the EMOP with an appropriate adaptation of the ration if needed.

64. To support this increased M&E activity, the country office will create an M&E Officer position and will open a sub-office in Al-Hasakeh or Deir Ezzor governorate. This will include the staffing of the Sub-Office with an adequate number of Field Monitors. A pool of enumerators will be trained on the use of standardized data collection tools.

8. HANDOVER STRATEGY

- 65. As indicated in the UN SDRP 2009, the overall UN assistance strategy is based on three well-defined phases, as follows:
 - **Immediate Humanitarian Assistance**: this phase includes provision of food assistance to the affected population; this EMOP 200042 is part of this phase.
 - **Livelihood Recovery**: this phase aims to support activities to build community resilience to drought; and
 - **Improved Resilience against New Drought**: this phase attempts to decrease the dependency of the population on agricultural jobs, put in place new agricultural solutions to enhance drought resilience, build national capacity to implement a drought strategy and develop a national early warning system.
- 66. In line with the UN assistance strategy, WFP, in collaboration with FAO, is working on developing the Government's capacity through the revitalization of an existing national early warning system and through the design and implementation of a food security monitoring system for the country, and in particular, for the drought-affected areas in the northeastern region.
- 67. Upon completion of the EMOP, and subject to the confirmation of needs, WFP would consider supporting livelihood recovery activities through a smaller scale follow-up operation aimed at building drought resilience in affected communities.
- 68. WFP has been informed that in the 11th Five-Year Development Plan (2011-2015) the Government will place greater emphasis on ensuring effective safety nets to assist vulnerable and emergency-affected people. The Ministry of Social Affairs, supported by UNDP and the European Union, is developing a database to identify the poorest segments of the population in order to plan safety net programmes. In such a context, the Regional Bureau and country office have undertaken a study to examine how WFP could assist the Government with the safety net programmes, focusing on the most food-insecure areas of the northeastern region.

9. SECURITY CONSIDERATIONS

69. The country is classified as "Security Phase 1" by the United Nations Department of Safety and Security (UNDSS). At present, the operation can be carried out without any significant security concerns. Should the security situation deteriorate, the regularly updated Regional Bureau and Country Office contingency plans will provide guidance for response. The WFP country office and Sub-Offices are fully MOSS compliant.

10. RECOMMENDATION

70. The Executive Director of WFP and the Director-General of FAO are requested to approve the proposed Emergency Operation in Syria 'Emergency Response to the Drought in the North-East of Syria': EMOP 200042.

APPROVAL

.....

.....

Josette Sheeran Executive Director Jacques Diouf Director-General of FAO

Date:

.....

WFP PROJECT COST BREAKDOWN

	Quantity	Average	Value
	(mt)	cost (US\$) per mt	(US\$)
COSTS			
A. Direct operational costs			
Cereals	21,000	374.29	7,860,000
Pulses	6,000	900.00	5,400,000
Oil and Fats	2,251	1098	2,471,598
Mixed and Blended Food	248	718.55	178,200
Other	658	361.31	237,740
Total commodities	30,157	535.45	16,147,538
External transport			1,393,494
Landside transport			-
ITSH			1,488,040
Total LTSH			1,488,040
Other direct operational costs			500,584
Total direct operational costs			19,529,656
B. Direct support costs (see Annex IB tab	1,339,818		
C. Indirect support costs (7 percent of tot	1,460,863		
TOTAL WFP COSTS	22,330,337		

DIRECT SUPPORT REQUIREMENTS (US\$)

Staff and Staff Related Costs	
International Professional Staff	469,260
National Professional Officers	14,029
National General Service staff	70,949
Temporary assistance	102,135
Overtime	11,654
International Consultants	20,000
Staff duty travel	158,550
Subtotal	846,577
Recurring Expenses	
Rental of Facility	100,000
Utilities General	26,000
Office Supplies and Other Consumables	25,000
Communications and IT Services	62,500
Equipment Repair and Maintenance	3,750
Vehicle Running Cost and Maintenance	45,000
Office Set-up and Repairs	75,000
Subtotal	337,250
Equipment and Capital Costs	
Vehicle leasing	34,000
TC/IT Equipment	79,800
Local Security Costs	42,188
Subtotal	155,988
TOTAL DIRECT SUPPORT COSTS	1,339,818

ANNEX II - Log Frame Summary of Syria: EMOP 200042: Emergency Response To The Drought In The North-East Of Syria

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
STRATEGIC OBJECTIVE 1: Save lives and	protect livelihoods in emergencies Strategic Objective 1	
Outcome1 Adequate food energy consumption over assisted period for targeted beneficiaries is ensured	 Improved food consumption at household level Proportion of beneficiary household expenditures devoted to food Prevalence of wasting (weight for height) of children under five in Al Shadadi district, Al-Hasakeh governorate Means of verification: EFSA and WFP M&E (food consumption score) 	 Adequate provision of basic services by partners and/or Government (drinking water and health services) 2009-10 raining season allows farmers and herders to resume their usual livelihoods No additional external shocks that further endanger access to food (such as rising food and fuel prices, global financial crisis, further cut of subsidies, etc.) Government authorization to undertake an EFSA survey
Output 1.1 Timely provision of food rations to targeted households is distributed	 1.1 Actual total number of beneficiaries receiving WFP food assistance as a percentage of planned beneficiaries by geographical area and sex 1.2 Actual number of beneficiaries receiving WFP food assistance through school-aged children in primary school in Al Shadadi district 1.3 Actual quantity of food (mt) distributed to the beneficiaries as a percentage of planned distributions by commodity Means of verification: EFSA and WFP M&E 	 Timely availability of all food commodities in food baskets Accurate targeting of the most food insecure households along WFP criteria Sufficient Government transport, storage and distribution capacity Continuous supply, transport and distribution of food basket commodities by the implementing partner.
Outcome 2 Reduced adoption of negative coping strategies	2.1 Changes in coping strategies compared to the list provided by JNAMMeans of verification:EFSA (Coping Strategy Index) and WFP M&E	Similar to outcome 1
Output 2.1 Increased number of drought-related displaced households returning to their place of origin	 2.1.1 Number of drought-related displaced households returning to their place of origin 2.1.2 Reduction of drop-outs measured in numbers 	Similar to output 1.1
Output 2.2 A more balanced daily food ration	 2.2.1 Dietary Diversity: targeted households consume at least four food groups per day Means of verification: 2.1.1 WFP M&E and data from humanitarian assistance actors (IOM, Central and Regional Government institution) 2.1.2 WFP M&E, Ministry of Education and General Badia Commission 	

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions				
STRATEGIC OBJECTIVE 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase						
Outcome 1 Increased government capacity to plan and manage food emergency programmes	1.1 Number of Government institutions working in the delivery of emergency food assistance	 Adequate Government Policy Framework Availability of Government institutions Sustainable involvement in the delivery of food assistance 				
Output 1.1 Provision of capacity-building assistance to Government entities involved in food emergency programmes	 1.1.1 Number of Government Counterpart staff trained under WFP technical assistance Means of verification: Training and assessment participation lists 	 Availability of Government staff Adequate training conducted Successful hand-over and phase-out 				
Outcome 2 Enhanced government capacity to respond to food security crisis	2. Availability of relevant data to enable government decisions on drought mitigation	Adequate government institutional framework				
Output 2.1 Government early warning system revitalized and empowered to perform task as food security	 2.1 A functioning monitoring system of food security which includes household level component 2.2 Number of Government Counterpart staff trained under WFP technical assistance 2.3 List of generated reports Means of verification: Training and assessment participation lists 	• Successful hand-over and phase-out				

ANNEX III - MAP



ANNEX IV- Food baskets nutritional details

General food distribution covering 300,000 targeted beneficiaries

RATION CONTENTS	RATION	ENERGY	PROTEIN	FAT	CALCIUM	IRON	IODINE	VIT. A	VIT.B1	VIT.B2	VIT.B3	VIT. C
Food Basket	g/p/day	kcal	g	g	mg	mg	μg	<u>µg RE</u>	mg	mg	<u>mg</u> NE	mg
RICE	104	375	7.3	0.5	9	1.8	0	0	0.10	0.03	5.8	0
BULGUR WHEAT	104	365	11.5	1.6	30	3.9	0	0	0.29	0.15	4.7	0
BEANS, DRIED, White	42	140	8.3	0.5	60	3.4	0	0	0.21	0.09	2.6	0
LENTILS	42	141	11.7	0.4	21	3.8	0	5	0.20	0.10	2.8	2
WHEAT FLOUR, FORTIFIED	83	292	9.6	1.2	12	3.4	0	0	0.47	0.25	5.7	0
OIL, VEGETABLE	30.7	272.20	-	30.70	-	-	-	276.00	-	-	-	-
SALT, IODISED	4.16	-	-	-	-	-	250.00	-	-	-	-	-
Ration total	410	1,583	48.4	34.9	133	16.2	250	281	1.27	0.62	21.7	2
Daily requirement		2,100	52.5	40.0	450	22	160	500	0.90	1.40	13.9	28
% of requirements suppli	ed by ration	75%	92%	87%	30%	74%	166%	56%	141%	44%	156%	9%
% of energy supplied by protein or fat			12.2%	19.9%		•						

Supplementary feeding covering 3,500 children under 5 and 2,000 pregnant and lactating women in Al-Shadadi district

RATION CONTENTS	RATION	ENERGY	PROTEIN	FAT	CALCIUM	IRON	IODINE	VIT. A	VIT.B1	VIT.B2	VIT.B3	VIT. C
Food Basket	g/p/day	kcal	g	g	mg	mg	μg	<u>µg RE</u>	mg	mg	<u>mg NE</u>	mg
WHEAT SOY BLEND	167	667	33.3	10.0	266	20.0	2	1,000	0.69	1.10	13.2	82
SUGAR	17	67	0.0	0.0	0	0.0	0	0	0.00	0.00	0.0	0
OIL, VEGETABLE	31	272	0.0	30.7	0	0.0	0	276	0.00	0.00	0.0	0
Ration total	410	1,005	33.3	40.7	266	20.0	2	1,277	0.69	1.10	13.2	82
% of requirements supplie	d by ration	48%	63%	102%	59%	91%	1%	255%	77%	79%	95%	293%
% of energy supplied by p	rotein or fat		13.3%	36.4%								

LIST OF ACRONYMS

ACF	Action Contre La Faim / Action Against Hunger
RB	Regional Bureau
CERF	Central Emergency Response Fund
ECHO	European Commission's Humanitarian Aid Department
EDP	Extended Delivery Point
EMOP	Emergency Operation
FAO	Food and Agricultural Organization
FDP	Final Delivery/Distribution Point
GDP	Gross Domestic Products
INGO	International Non-Governmental Organization
IOM	International Organization of Migration
ITSH	Inland, Transport, Storage, and Handling
JNAM	Joint Needs Assessment Mission
LTSH	Logistics, Transport, Storage and Handling
M&E	Monitoring and Evaluation
MENA	Middle East and North Africa
MICS	Multiple Indicator Cluster Survey
MOE	Ministry of Education
MOH	Ministry of Health
MOSS	Minimum Operating Security Standards
MOU	Memorandum of Understanding
NDVI	Normalized Difference Vegetation Index
NGO	Non-Governmental Organization
SARC	Syrian Arab Red Crescent
SDRP	Syrian Drought Response Plan
SPC	State Planning Commission
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Security and Safety
UNICEF	United Nations Children's Fun
WH	Warehouse
WHO	World Health Organization
WSB	Wheat Soya Blend