

BUDGET INCREASE TO EMERGENCY OPERATION SYRIA 200339 BUDGET REVISION 5

Emergency food assistance to people affected by unrest in Syria

	Cost (United States dollars)		
	Current budget	Increase	Revised budget
Food cost	40,852,277	30,015,512	70,867,789
External transport	2,565,434	1,000,570	3,566,004
LTSH	4,093,696	2,203,458	6,297,153
ODOC	1,918,021	1,697,007	3,615,028
DSC	5,742,828	6,396,841	12,139,669
ISC (7.0 percent)	3,862,058	2,891,937	6,753,995
Total cost to WFP	59,034,314	44,205,325	103,239,639

NATURE OF THE INCREASE

1. This budget revision to emergency operation (EMOP) 200339 responds to the increasing emergency food needs as a result of the ongoing events in Syria. It will allow WFP to:
 - Increase the number of beneficiaries from 500,000 to 850,000.
 - Adjust the food ration, with the following changes:
 - Inclusion of tea and tomato paste to respond to beneficiary needs and preferences and due to the deepening livelihoods crisis and increases in food prices.
 - Partial replacement of canned meat with canned beans due to problems with the shelf life of canned meat in some areas of the country.
 - Introduction of specialized food products suitable for children aged 6-59 months, recognizing the likelihood of nutritional gaps in children's diets.
 - Provide additional international staffing in locations where there will be a joint United Nations field presence.
 - Provide additional security upgrades for office premises across the country to mitigate emerging risks related to the deteriorating security situation and ensure compliance with United Nations minimum operating security standards (MOSS) and provide for additional armoured vehicles.
2. This budget revision will result in increased commodity requirements of 25,365 mt at a food cost of US\$30 million. The additional total costs will be US\$44 million, bringing the overall total cost of the EMOP to US\$103 million.
3. Further budget revisions will likely be needed as WFP continues to adjust its operational modalities to best respond to the dynamic and evolving situation inside Syria and its impact on vulnerable people.



JUSTIFICATION FOR BUDGET INCREASE

Summary of Existing Project Activities

4. Emergency operation 200339 “Emergency food assistance to people affected by unrest in Syria” has been scaled up four times to respond to the deterioration of the situation in Syria and the increased movement of people. Since May 2012, this EMOP has been targeting 500,000 people. Initially planned as a three-month intervention from October-December 2011, this EMOP has been extended to the end of 2012.
5. Food assistance has been provided through a food ration that covers two-thirds of daily energy requirements, with the understanding that that the affected population is still able to access other food sources to complement the ration.
6. WFP has a new field-level agreement with Syrian Arab Red Crescent (SARC), which reflects the capacity-building support endorsed under the previous budget revision. SARC is now scaling-up its staffing levels for improved food distribution planning and reporting. WFP has also provided four 350 mt capacity mobile warehouses to enhance SARC storage at designated final delivery points where limited or no warehousing capacity exists, such as rural Damascus, Homs and Dara’a. To support SARC transport capacity, WFP has procured four trucks to boost SARC’s ability to move food within governorates and four light vehicles to facilitate their staff movement.

Conclusion and Recommendations of the Re-Assessment

7. Despite the deployment of 300 United Nations observers to monitor the implementation of the six-point peace plan of the joint special envoy of the United Nations and the League of Arab States (Kofi Annan), the situation continues to deteriorate. As a result, the United Nations supervision mission in Syria suspended its activities as of 15 June 2012, on the basis that their activities have been rendered unfeasible due to the lack of a ceasefire.
8. A joint rapid food security and needs assessment led by the Ministry of Agriculture and Agrarian Reform, supported by WFP and the Food and Agriculture Organization of the United Nations (FAO) in June covered seven governorates,¹ including those most essential for domestic food supply (Aleppo, Al-Hasakeh and Al-Raqqa). The impact of the current events in Syria has affected almost all aspects of national food production, including irrigated staple crops. Farmers have suffered from a lack of fuel for both irrigation systems and commodity transport. There is a lack of available labour for planting and harvesting due to population migration and general disruption. Fertilisers and seeds are also scarce. Household food security is under immense strain due to growing unemployment, rising prices and population movements. The assessment mission concluded that livelihoods based on agriculture and livestock are at great risk, as is the household food security for a substantial portion of the rural population and displaced families who have moved to urban and peri-urban areas to escape unrest. Assistance with food and other forms of livelihood support is urgently needed.

¹ Rural Damascus, Dara’a, Homs, Al-Raqqa, Al-Hasakeh, Aleppo and Idleb.



9. Information obtained by WFP from monitoring missions indicates that living conditions are increasingly difficult for a growing proportion of the population. Beneficiaries have requested support for a wider range of food items. WFP monitoring is the primary source of information on the acceptability of the food basket.²
10. The number of people who have been displaced from their homes to other areas within Syria or across international borders continues to increase. SARC notes that up to 100 public buildings in Homs are accommodating people who have moved: until recently, displaced families have usually been absorbed into other family homes.
11. While recent specific data on the nutrition situation is not available in Syria, other indicators, including feedback from the recent FAO/WFP assessment show that households face increasing food prices and difficulty accessing fresh foods and that the diets of children are likely to be compromised in the coming months. Many children may be unable to access primary health care centres (PHCs) for growth monitoring (PHCs are the national channel for the treatment of malnutrition). Therefore, attention to the quality of the diet of young children will be essential in the coming months.
12. According to the Government's humanitarian response plan, the United Nations Children's Fund (UNICEF) has the lead in preventing nutritional deterioration in young children and, in addition to supporting the national nutritional surveillance system, UNICEF will supply supplementary feeding products through the Ministry of Health to prevent and treat malnutrition. WFP will complement these efforts by including, within its general distribution for affected families, a supplementary ration of a nutritious food product for young children. Initially Nutributter®, a nutrient-dense ready-to-eat food that has been successfully distributed in Syria in previous operations, will be provided as per EMOP budget revision 4. The first consignment will arrive in the country in August for blanket distribution for infants in September and October. From November onwards, WFP intends to replace Nutributter® with Supercereal Plus which will provide a healthy porridge to help prevent deterioration in both micronutrients and macronutrients.
13. Given the evolution of the situation in Syria, WFP is considering further potential changes in the scale and scope of food assistance within the country. Continued donor commitments despite uncertainties will enable WFP to preposition food and other humanitarian supplies in order to quickly respond to needs and opportunities once conditions permit the full resumption of humanitarian assistance within Syria.

Purpose of Extension and Budget Increase

14. This fifth budget revision to the EMOP is to respond to the further deterioration of the humanitarian situation in Syria. A written request from SARC was received by WFP on 18 June to increase the number of beneficiaries to 850,000, in line with the government-led inter-agency assessment and the subsequent government response plan released on 3 June. SARC has also requested WFP to include tea and tomato paste in the food ration, acknowledging the deterioration in the livelihoods of the affected population and the increasing cost of these food items.
15. Targeting will continue to cover the four broad categories:
 - people located in or near areas subject to armed activities;
 - affected people who moved to less-affected areas;

² Food assistance is provided through WFP, the International Committee of the Red Cross, the International Federation of the Red Cross and Red Crescent Societies and some local charities.



- host families and communities; and
- poor people in urban and rural areas affected by the multiple effects of the current events, including the impact of economic sanctions.

TABLE 1: BENEFICIARIES			
Activity	Current	Increase	Revised
General food distribution (distributed together with blanket supplementary feeding rations of specialised products suitable for young children)	500,000	350,000	850,000

16. The general food distribution ration size and food basket is around two-thirds of food requirements (at 1324 kcal, it covers 63 percent of the recommended 2100 kcal per day). The following adjustments are proposed:

- Supercereal Plus for children under 5 will be added to the ration from November to December 2012.
- Canned beans will partially replace canned meat. SARC has requested this change due to a concern about the shelf life of canned meat in mobile warehouses in very hot areas of the country during summer (dried pulses are not a suitable substitute because of the high requirement for cooking fuel, which is becoming an increasing problem).
- Tea and tomato paste will be added to the ration to avoid beneficiaries trading other items of the food basket to obtain these items that they consider as essential to their diet.

**TABLE 2: REVISED DAILY FOOD RATION
(g/person/day unless otherwise indicated)**

	Current (g)	Current kcal	Revised (g)	Revised kcal
Rice	100	360	100	360
Bulgur	66	231	66	231
Pasta	33	115	33.33	115
Pulses	33	111	33.33	111
Oil	33	292	33	292
Sugar	33	132	33.33	132
Iodised Salt	5	0	5	0
Canned Meat	33	72	16.67	36.4
Tea	-	-	13.33	5
Tomato paste	-	-	6.67	6
Total in-kind	336	1313	340.66	1288.4
% of energy supplied by protein	9.7%		10.1%	
% of energy supplied by fat	27.7%		27.5%	
Nutributter*	20	110	20	110
Supercereal Plus**	-	-	100	380
High energy biscuits***	33	149	33	149

* One sachet per household per day based on the assumption of one child aged 6-23 months per family in September- October (in November-December, Supercereal Plus will be distributed instead).

** Ration size for Supercereal Plus assumes two children aged 6-59 months per family.

*** Ration size for biscuits assumes two children aged 6-59 months per family. Biscuits will be distributed in 2kg packs. They are expected to be used for newly arrived families as a "ready-to-eat" food.

17. In an increasingly complex environment, WFP is adapting its ability to respond to increasing humanitarian needs while ensuring the safety and security of its staff and beneficiaries. Efforts include an enhanced field presence across the country for closer monitoring of the operation and networking with local organizations. Additional armoured vehicles will be procured for staff movement to areas of high risk. Field security arrangements are also being upgraded and there is close coordination with local authorities and the United Nations country team.
18. WFP currently has countrywide outreach through its presence in Damascus (covering most of the central and southern parts of the country), Deir Ezzor (covering north and north-eastern governorates), Tartous (covering coastal areas) and Aleppo (covering central governorates).
19. WFP has positioned international staff in Aleppo, Deir Ezzor and Tartous in line with the decision of the United Nations Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator to boost international staff presence to support the humanitarian response within Syria. An international staff member will also be situated in Dara'a, while in Homs WFP will be part of the planned United Nations satellite office.
20. As part of capacity-building support to SARC, a coordination unit within SARC headquarters in Damascus has been formed to handle the food distribution, including six core staff and eight drivers. Additional SARC staff and volunteers have been recruited in



each governorate. WFP has also provided SARC with communication equipment to facilitate food distribution planning and reporting.

21. In addition to partnering with SARC, which has a wide network of branches countrywide, WFP is entering into new direct partnerships with local NGOs, where possible. For example, in Homs, WFP is partnering with Al-Birr and Social Services Association, an NGO based in Homs, which will handle the delivery of food assistance, initially to 50,000 beneficiaries in the central governorate. WFP is currently exploring the possibility of a direct partnership with another NGO based in Aleppo, and expects to establish more such partnerships as the situation allows.
22. To increase storage capacity, in addition to the four mobile warehouse units already delivered to SARC, an additional twelve units and requisite warehouse equipment (such as pallets and generators) will also be pre-positioned in Damascus for the establishment of twelve small logistics hubs inside the country.
23. For efficient transport of humanitarian assistance to beneficiaries and to avoid any disruption of food movement due to lack of fuel, WFP is to establish its own fuel depot with a 30,000-litre capacity; the Government has granted license approval for this.³ WFP will provide WFP transport service-providers with fuel to enable a smooth flow of goods to all destinations. The construction of fuel depots will be provided for under the WFP special operation (SO 200410) supporting this EMOP. Fuel costs for WFP will be provided in the direct support costs of this budget.
24. To ensure full control of the food through to final distribution points, a remote web-based tracking system is currently in place to monitor food movements and deliveries to any destination within Syria. This has been made possible through a joint initiative by WFP and DHL (WFP's current logistics service provider for transport and warehousing) To further enhance remote monitoring of dispatch activities, implementation of an automated solution, using Radio Frequency Identification, is currently under discussion.

REQUIREMENTS

25. The proposed budget revision will increase both food requirements and associated costs (see table 3 below, Annex I-A and Annex I-B), bringing the total cost of the EMOP to US\$103 million.

Activity	Commodity/ Voucher	Food requirements (mt)		
		Current	Increase	Revised total
General Food Distribution	Commodity	49,002	25,365	74,367

26. Packaging costs will increase to cover the additional requirements of new commodities: the budget for other direct operating costs will increase by just over US\$1 million (from US\$637,000 to US\$1,697,000) due to the cost increase of improved packaging materials, the addition of more cartons and nylon bags to accommodate the larger food basket.

³ WFP is considering a possible increase in the capacity to 100,000 litres for diesel and 50,000 litres for gasoline.



Hazard / Risk Assessment and Preparedness Planning

27. The EMOP is subject to a number of risks, for which mitigation measures are being taken. The main risks identified are presented below:

Contextual Risks:

28. There is a risk of a further deterioration in the overall humanitarian situation in Syria. WFP is therefore building preparedness for itself and partners for a potential rapid scale-up in the provision of assistance if required.
29. Availability of food and fuel, further restrictions of commercial imports and increasing prices will all have an impact on the hunger in Syria. People needing food assistance are likely to increase further. Delivery of basic services is increasingly affected by the ongoing events, with further disruptions foreseen, WFP has developed a fuel depot (see paragraph 23).
30. WFP is working with United Nations counterparts on contingency planning for a combined United Nations' strategy for scaling-up humanitarian assistance in the event of further deterioration of the situation and consequent increase in needs.

Programmatic Risks:

31. WFP will continue to strengthen dialogue with government counterparts at national and governorate level in order to maintain presence on the ground and implement activities. WFP is supporting SARC in its scale up. WFP will, with other United Nations partners, continue to advocate for access to all affected areas, as well as for the urgent needs of the affected population.
32. To ensure continued assistance to beneficiaries and the ability to scale-up quickly in the event of further deterioration in the humanitarian situation, WFP has pre-positioned food stocks in some governorates and is seeking to pre-position food in neighbouring countries. However, should the situation worsen significantly, it may be difficult for WFP to continue its current approach in Syria. WFP is therefore updating its contingency plans for different approaches and is implementing a special operation to boost security, logistics and information/communications technology (SO 200410).
33. In case WFP and the other United Nations agencies have to work more through remote control, WFP has already established a support office in Amman, Jordan and has developed plans for staff in-country to telecommute where possible. WFP is also strengthening the capacity of its national staff and SARC to manage programme implementation.
34. Under current United Nations security regulations, field monitors have access to conduct monitoring in secure locations only, making it challenging to have a comprehensive overview of the impact of the programme. WFP is working hard to maintain its monitoring coverage and has recently recruited four additional international staff to be field-based in Syria. However, threats against the humanitarian community are becoming greater: the International Committee of the Red Cross (ICRC) has been directly targeted in two improvised explosive device attacks on its convoys in June. In the event of further security deterioration, WFP access to populations may be further compromised.

Institutional Risks

35. Although the current situation in Syria is leading to increased vulnerability to food insecurity, the international focus has been mainly on the political and security situation. As the six-point peace plan has stalled, international attention to the humanitarian response may increase.



- 36. Considering the worsening security situation, the risk to United Nations staff and facilities is significant. The WFP Syria security unit is involved in security assessment missions in coordination with the United Nations Department of Safety and Security (UNDSS) prior to deployment of WFP staff to Syria and within the country.. Security regulations concerning staff movement are fully compliant with UNDSS rules. Currently, WFP infrastructure is not fully compliant with United Nations MOSS, and the identified gaps are being addressed.
- 37. The communication system currently in place needs some improvements to facilities and communication equipment to properly respond to the new operational needs and meet MOSS. There are government restrictions in licensing communications equipment - such as very high frequency (VHF) repeaters and satellite phones - which would strengthen the current Emergency Communication System. Due to the importance of WFP’s life-saving assistance in Syria, WFP is initially having to deploy staff to field offices that are not fully MOSS-compliant.

RECOMMENDATION

- 38. This proposed budget revision for an additional commitment of food and associated costs, resulting in the revised budget for Syria EMOP 200339, is recommended for approval by the Executive Director and the Director-General of FAO.

APPROVAL

 Ertharin Cousin
 Executive Director
 United Nations World Food Programme

 José Graziano da Silva
 Director-General
 Food and Agriculture Organization of
 the United Nations

Date:

Date:



ANNEX I-A

BUDGET INCREASE COST BREAKDOWN			
Food⁴	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	12,659	5,855,640	
Pulses	4,680	5,938,400	
Oil and fats	2,079	3,097,740	
Mixed and blended food	1,020	1,237,260	
Others	4,927	13,886,472	
Total food	25,365	30,015,512	
Cash transfers			
Voucher transfers			
Subtotal food and transfers			30,015,512
External transport			1,000,570
Landside transport, storage and handling			2,203,458
Other direct operational costs			1,697,007
Direct support costs (see Annex I-B)			6,396,841
Total WFP direct costs			41,313,387
Indirect support costs (7.0 percent) ⁵			2,891,937
TOTAL WFP COSTS			44,205,324

⁴ This is a notional food basket for budgeting and approval. The contents may vary.

⁵ The indirect support cost rate may be amended by the Board during the project.



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	833,760
International general service staff	-
Local staff - national officers	-
Local staff - general service	-
Local staff - temporary assistance	86,265
Local staff – overtime	-
Hazard pay and hardship allowance	522,655
International consultants	109,800
Local consultants	-
United Nations volunteers	-
Commercial consultancy services	-
Staff duty travel	497,211
Subtotal	2,049,691
Recurring Expenses	
Rental of facility	640,000
Utilities	-
Office supplies and other consumables	-
Communications services	-
Equipment repair and maintenance	-
Vehicle running costs and maintenance	1,581,600
Office set-up and repairs	-
United Nations organization services	-
Subtotal	2,221,600
Vehicle leasing	
Communications equipment	11,550
Local security costs	2,114,000
Subtotal	2,125,550
TOTAL DIRECT SUPPORT COSTS	6,396,841



ACRONYMS USED IN THE DOCUMENT

EMOP	emergency operation
DSC	direct support costs
FAO	Food and Agriculture Organization of the United Nations
FDP	final delivery point
ICRC	International Committee of the Red Cross
ISC	indirect support costs
LTSH	landside transport, storage and handling
MOSS	minimum operating security standards
NGO	non-governmental organizations
ODOC	other direct operational costs
SARC	Syrian Arab Red Crescent
UNDSS	United Nations Department of Safety Security
UNICEF	United Nations Children's Fund
WFP	United Nations World Food Programme

