

BUDGET INCREASE TO EMERGENCY OPERATION SYRIA 200339 BUDGET REVISION 6

Emergency food assistance to people affected by unrest in Syria

Start date: 13/10/2011 **End date:** 31/12/2012

	Cost (United States dollars)		
	Current budget	Increase	Revised budget
Food cost	70,867,789	19,780,597	90,648,386
External transport	3,566,004	1,739,757	5,305,761
LTSH	6,297,153	3,145,316	9,442,470
ODOC	3,615,028	2,509,045	6,124,073
DSC	12,139,669	3,394,769	15,534,438
ISC (7.0 percent)	6,753,995	2,139,864	8,893,859
Total cost to WFP	103,239,639	32,709,347	135,948,986

NATURE OF THE INCREASE

1. This budget revision to emergency operation (EMOP) 200339 responds to the increasing scale of the crisis in Syria. It will allow WFP to:
 - Increase the number of beneficiaries from 850,000 to 1,500,000;
 - Adjust the food ration to align it with monitoring findings and a request from the Syrian Arab Red Crescent (SARC); and
 - Introduce a lipid-based nutrient supplement for children aged 6-36 months as a blanket preventive ration for moderate acute malnutrition.
2. This budget revision will result in increased commodity requirements of 21,734 mt at a food cost of US\$19.8 million; and increased associated costs of US\$12.9 million. The overall project budget will increase from US\$103.2 million to US\$135.9 million.

JUSTIFICATION FOR BUDGET INCREASE

Summary of Existing Project Activities

3. EMOP 200339 “Emergency food assistance to people affected by unrest in Syria” has been scaled up five times as the situation in Syria has deteriorated. Since July 2012, this EMOP has been targeting 850,000 people. Initially planned as a 3-month intervention from October to December 2011, this project has been extended to the end of 2012.
4. Food assistance is provided through a food ration that covers 60 per cent of daily energy requirements, on the basis that the affected population is still able to access other food sources to complement the ration.



5. SARC remains the coordinating body for all humanitarian assistance in Syria and WFP's main counterpart. In Homs, WFP is partnering with Al-Birr and Social Services Association, a local non-governmental organization.
6. To cope with the increasingly difficult situation in Damascus, WFP is now operating a back-up operation from Amman. WFP has been obliged to relocate the sub-office from Deir Ezzor town to Qamishly in Al Hasakeh Governorate. Due to the disruption of supplies from Turkey and potential restrictions from other supply corridors, contingency plans are in place to create a 50,000 mt contingency stock (between Turkey, Jordan and Lebanon).

Conclusion and Recommendations of the Re-Assessment

7. Despite the ongoing diplomatic efforts, the conflict in Syria has dramatically deteriorated in the past few weeks. Fighting has escalated in and around the capital city, Damascus. Unrest has also become much more intense in many other areas of the country, particularly in Syria's second city, Aleppo.
8. Population movement continues across the country, with the most significant movement from the areas of the most intense unrest: the governorates of Aleppo, Dara'a, Deir Ezzor, Hama, Homs, Idleb and Rif Damascus. The number of displaced people has been estimated at 1.5 million¹ people and over 801 schools are currently housing displaced families in Aleppo, Damascus, Homs, Hama and Rif Damascus. Recent WFP monitoring missions indicate an increased number of households being subject to multiple displacements as unrest and military skirmishes shift from one region to another. Over time this phenomenon will have an aggravating impact on the vulnerability of the displaced and their ability to, at least partially, cope with the disruption of their livelihoods.
9. A joint rapid food security and needs assessment mission led by the Ministry of Agriculture and Agrarian Reform, supported by WFP and the Food and Agriculture Organization of the United Nations (FAO) was conducted from 10 to 19 June. The mission drew data from field work in Damascus, Rural Damascus, Dara'a, Palmyra in Eastern Homs, Al Hasakeh, Al Raqqa, Idleb and Aleppo governorates, met with governorate representatives from the Peasants' Union and representatives from Al Badia Commission, and conducted interviews and focus-group discussions with Bedouins, returnee families from crisis-affected areas, farmers, herders and female-headed households.
10. The government-endorsed findings show that up to 3 million people risk food insecurity. 1.5 million people require urgent and immediate food assistance over the next 3 to 6 months as a necessary life-saving measure. Crop and livestock assistance is also required to support rural households who have totally or partially lost their farming assets and livestock-based livelihoods and businesses due to the on-going political crisis and insecurity, coupled with a prolonged drought.
11. Coping strategies are already severely eroded. Particular attention needs to be given to the displaced, 'returnee' migrant labourers, female-headed households, small farmer households, Bedouins and herders. With less or no income and very little savings, recurring expenses, many mouths to feed, and fast depleting resources, these families are cutting the size and number of meals, eating cheaper, lower-quality food, buying food on credit, taking children out of school and sending them to work, selling livestock and other assets, and cutting back medical and education expenses

¹ IRIN report, 20 July, <http://www.irinnews.org/report.aspx?reportID=95914>



12. A nutrition assessment has not yet been undertaken in Syria, but the joint mission observed that a deterioration in children's health is likely due to the cutting of expenses on health, reduction in the size of meals and lower quality food intake. Families in the villages informed the mission that due to the prevailing security situation, they are often unable to visit local clinics and health centres. Staff in the clinics in main affected areas were also found to be unable to go on duty and provide required support. If the current situation continues, this could have a negative impact on the nutritional status of children in the coming months, especially during winter when the current food reserves deplete. There are some anecdotal reports of infant malnutrition in highly affected governorates north of Damascus.
13. WFP monitoring missions confirm that people across the country, particularly displaced families, are increasingly resource scarce. Food shortages were reported in areas of Aleppo, Damascus and Rif Damascus, and access to bread is often subject to long queues.

Purpose of Budget Increase

14. This sixth budget revision to the EMOP reflects the worsening humanitarian situation in Syria. Written requests from both SARC and the State Planning Commission were received by WFP in July to increase the number of beneficiaries to 1.5 million.
15. Targeting will continue to cover the four broad categories: i) people located in or near areas subject to armed activities; ii) affected population who moved to less affected areas; iii) host families and communities; and iv) 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 BY ACTIVITY			
Activity	Current	Increase/Decrease	Revised
General Food Distribution	850 000	650 000	1 500 000

16. The general food distribution (GFD) ration size is based on a family size of five people. The food basket meets 60 percent of food requirements and includes blanket supplementary feeding rations of specialised products suitable for young children. The following adjustments are proposed:
- Bulgur wheat will be reduced from 66g to 33g per person, due to beneficiary feedback that the family entitlement of 10kg per family was more than people consume.
 - Canned meat will be removed due to hygiene concerns.
 - Pulses will be increased from 33g to 50g per person per day to provide additional protein. Easy-to-cook lentils or canned beans will be provided, due to cooking fuel shortages.
 - Canned fish will be added to provide a ready-to-eat protein source.
 - Tea and tomato paste are planned at 1 kg per family per month in line with the International Committee of the Red Cross (ICRC) ration.
17. WFP's planned nutrition support is in line with the Syria Humanitarian Response Plan and the United Nations Children's Fund (UNICEF) plans, and focuses on the prevention of moderate acute malnutrition. WFP will provide a lipid-based nutrient supplement (Plumpy'dozTM) as a blanket preventive ration for children aged 6-36 months.



TABLE 2: REVISED DAILY FOOD RATION (g/person/day unless otherwise indicated)				
	Current (g)	Calories	Revised (g)	Calories
Rice	100	360	100	360
Bulgur	66	231	33	116
Pasta	33	115	33	115
Pulses	33	111	50	169
Oil	33	292	33	292
Sugar	33	132	33	132
Iodized salt	5	0	5	0
Canned meat	17	36	-	-
Tea	13	5	7	2.5
Tomato paste	7	6	7	6
Canned fish	-	-	13	40
Total	340	1 288	314	1 233
<i>% of energy supplied by protein</i>		<i>10.1</i>		<i>10.4</i>
<i>% of energy supplied by fat</i>		<i>27.5</i>		<i>27.3</i>
Nutributter*	20	110	20	110
Supercereal Plus	100	380	100	380
High energy biscuits**	33	149	33	149
Plumpy'doz™	-	-	46	247

*One sachet per child per day of nutributter based on children 6-36 months of age. Targeted programme with UNICEF is under consideration for usage of Plumpy'doz™. Supercereal Plus will be distributed from November to December.

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

18. In order to ensure that an effective and flexible logistics corridor strategy is implemented, nine additional international logistics officers will be deployed within Syria (Damascus and sub-offices) and in the region (Lebanon, Jordan and Turkey) as required. In addition, 20 mobile warehouses and sufficient pallets will need to be purchased to increase WFP's storage capacity in Tartous (10 units) and augment cooperating partners' storage capacity at final and extended delivery points.

REQUIREMENTS

19. The proposed budget revision will increase both food requirements and associated costs, bringing the total cost of the EMOP to US\$135.9 million.

Activity	Commodity/ Voucher	Food requirements (mt)		
		Current	Increase	Revised total
General Food Distribution	Commodity	74,367	21,734	96,101

Hazard / Risk Assessment and Preparedness Planning

20. The main operational risks for the EMOP can be classified as:

- contextual – insecurity, escalating numbers of people in need, shrinking humanitarian space;
- programmatic – access restrictions, inadequate assessment information; cooperating partner capacity limitations; accountability challenges due to remote management; lack of donor funding and commitment;
- institutional – media portrayal; impartiality of cooperating partners and reputational risks.

21. Contextual Risks:

- **Civil unrest prevents WFP from operating in Syria:** WFP temporarily undertook partial relocation of international staff in July and is fully prepared for subsequent international staff evacuations, while continuing to operate. WFP will work through remote control i.e not based in-country, and continue with telecommuting arrangements where possible.
- **Escalation in the number of people in need:** WFP is building preparedness for itself and partners for a potential rapid scale-up in the provision of assistance, including pre-positioning commodity stocks in neighbouring countries and establishing a fuel depot in Damascus under the provision of a Special Operation to meet increased transport requirements.
- **Humanitarian space is shrinking while humanitarian needs are escalating:** WFP continues to strengthen dialogue with government counterparts and work closely with the United Nations Country Team (UNCT) to maintain presence on the ground, implement activities, advocate for access to all affected areas - as well as for the urgent needs of the affected population - and support SARC's scale-up.

22. Programmatic Risks:

- **Absence of detailed, accurate or regular needs assessments due to government restrictions:** WFP continues to verify food security information through beneficiary contact monitoring at distribution sites, tracking food prices, and triangulation of data from different sources.
- **SARC's capacity is severely stretched and is increasingly directly targeted:** WFP will continue to support and build SARC's coordination, planning and implementation capacity. WFP will also continue to seek permission to engage new cooperating



partnerships with local and international NGOs and will continue to independently verify commodity deliveries where possible.

- **Inadequate beneficiary contact monitoring in some of the most highly affected food insecure governorates due to government and United Nations Department of Safety and Security (UNDSS) access restrictions:** WFP has recently obtained 10 armoured vehicles to increase staff safety for monitoring. In ‘no go’ areas, regular telephone contact is maintained with SARC staff and sometimes with local charities on the ground.
- **Insufficient prepositioned stocks available for escalating food needs:** WFP has 17,000 mt storage capacity in Syria. Subject to fund availability, an additional 50,000 mt can be procured from the region and stored in Jordan (10,000 mt), Lebanon (15,000 mt), and Turkey (25,000 mt).
- **Working by remote control may compromise accountability:** WFP is working to back-up corporate systems, including the Commodity Movement Processing and Analysis System, and align these with tracking systems provided by service providers such as DHL.
- **Increasing insecurity escalates transport rates or prevents deliveries:** A contingency for price increases will be included in the landside transport, storage and handling budget, and procurement will be done in small batches to keep budgets tight and realistic. Intra-governorate service providers for transport services will be identified.

23. Institutional Risks

- **Negative media portrayal of WFP’s cooperating partner SARC:** The International Committee of the Red Cross and the UNCT will continue to advocate for increased humanitarian access, engagement of national and international NGOs and international monitoring of the humanitarian response in Syria.
- **Collateral and direct threats to United Nations staff and facilities:** Minimum operating security standards (MOSS) upgrades for facilities and communications equipment are required. Security arrangements are being increased; WFP Syria now has three field security officers and more will be deployed to sub-offices shortly. Until licensing issues for the communications equipment are resolved, a United Nations/NGO emergency telecommunication coordination group will be established .

RECOMMENDATION

24. 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			
Food²	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	9,501	4,763,111	
Pulses	4,125	4,995,821	
Oil and fats	2,723	4,165,434	
Mixed and blended food	780	890,754	
Others	4,605	4,965,477	
Total food	21,734	19,780,597	
Subtotal food and transfers			19,780,597
External transport			1,739,757
Landside transport, storage and handling			3,145,316
Other direct operational costs			2,509,045
Direct support costs (see Annex I-B)			3,394,769
Total WFP direct costs			30,569,483
Indirect support costs (7.0 percent) ³			2,139,864
TOTAL WFP COSTS			32,709,347

² This is a notional food basket for budgeting and approval. The contents may vary.

³ 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	948,125
Local staff - national officers	17,000
Local staff - general service	52,210
Local staff - temporary assistance	219,282
Hazard pay and hardship allowance	146,200
International consultants	121,590
Staff duty travel	639,480
Subtotal	2,143,887
Rental of facility	30,000
Communications services	166,800
Office set-up and repairs	10,500
Subtotal	207,300
Communications equipment	875,332
Local security costs	168,250
Subtotal	1,043,582
TOTAL DIRECT SUPPORT COSTS	3,394,769