

BUDGET REVISION 10 TO REGIONAL EMERGENCY OPERATION 200433

**Food assistance to vulnerable Syrian populations in Jordan,
Lebanon, Iraq, Turkey, and Egypt affected by conflict in Syria**

Start date: 01/07/12

End date: 31/12/13

	Cost (United States dollars)		
	Current budget	Increase	Revised budget
Food cost	411,021,285	150,969,734	561,991,019
External transport	723,300	147,610	870,910
LTSH	1,621,756	458,015	2,079,772
ODOC	29,979,363	9,281,410	39,260,772
DSC	32,895,711	11,063,249	43,958,960
ISC (7.0 percent)	33,336,899	12,034,401	45,371,300
Total cost to WFP	509,578,314	183,954,419	693,532,733

NATURE OF THE INCREASE

1. This revision to emergency operation (EMOP) 200433, which responds to the worsening regional refugee emergency resulting from the crisis in Syria, will:
 - Scale up beneficiary planning figures for the region from 1,225,000 to 2,554,820 by December 2013. Some 2.2 million of these are Syrian refugees and 320,000 are non-Syrian beneficiaries, including Palestinian Refugees from Syria (PRS) in Lebanon and Egypt, and Lebanese returnees and host populations in Lebanon.
 - Include a targeted supplementary programme for malnourished children under the age of five (CU5) and pregnant and lactating women (PLW) plus an age-appropriate food for children under the age of two for the prevention of acute malnutrition in Jordan.
2. Specific adjustments to the budget are:
 - Food requirements increased by 12,341mt, valued at US\$18.7 million;
 - Voucher budget increased by US\$132.3 million;
 - External transport and landside transport, storage and handling increased by US\$0.1 million and US\$0.5 million respectively;
 - Other direct operational costs (ODOC) increased by US\$9.3 million;
 - Direct support costs (DSC) increased by US\$11.1 million.
3. This revision will increase the overall EMOP budget from US\$509.6 million to US\$693.5 million.

JUSTIFICATION FOR BUDGET INCREASE

Summary of Existing Project Activities

4. Since July 2012, the regional emergency operation (EMOP) 200433 has been WFP's operational framework for delivering food assistance to Syrian refugees in Jordan, Lebanon, Iraq, Turkey and Egypt. The EMOP is aligned with the inter-agency Syrian Regional Response Plan (RRP¹), led by the United Nations High Commissioner for Refugees (UNHCR), which provides the international community's strategic framework for support to Syrian refugees.
5. As the security and humanitarian situation in Syria continues to deteriorate, Syrians are increasingly seeking refuge in the neighboring countries. During the first five months of 2013, UNHCR registered one million Syrian refugees. This was in addition to the 450,000 Syrians who registered with UNHCR in 2012.
6. All activities under the EMOP align with WFP Strategic Objective 1: to save lives and protect livelihoods in emergencies. With the approval of Level 3 protocol and considering the importance of ensuring a coherent response across all countries affected by the crisis, a WFP Regional Emergency Coordinator has been appointed to oversee and provide strategic guidance to WFP's regional response. WFP's response to the refugee operations varies considerably across the region as it takes into consideration the varying needs of the refugees, the different contexts and government capacity to deal with the refugee problem in the affected countries.
7. The sub-regional market systems and financial infrastructure provides a suitable environment for food voucher assistance. Voucher assistance now represents 80 percent of WFP's support to refugees from Syria.

¹ The original plan is referred to as "RRP1", with the four revisions subsequently numbered "RRP2", "RRP3", "RRP4" and "RRP5". The 7 June 2013 revision is labelled as RRP5.

8. Following the previous nine revisions to the EMOP 200433², WFP's regional refugee response is now structured as shown in the summary below (Table 1):

TABLE 1 - EMOP 200433 STATUS OF EXISTING ACTIVITIES AS PER BR9				
	Camp Refugees	Refugees in communities	Other Groups	Beneficiaries* (total Dec. 13)
Jordan	Provision of food packages to over 250,000 beneficiaries in camps. Transition to vouchers redeemable in camp shops planned for July 2013. Bread and welcome meal distribution on a daily basis. School feeding plans to reach over 29,500 refugee children on a daily basis.	Provision of food vouchers redeemable in local shops, with a planned transition to e-vouchers. Plans to reach 250,000 beneficiaries with voucher assistance in June 2013.	Not applicable.	500,000
Lebanon	Not applicable	Provision of food vouchers redeemable in local shops - up to 400,000 beneficiaries planned for June 2013 and to be maintained from July until December. Transition to e-vouchers planned.	Lebanese returnees who have fled from Syria (vouchers) - up to 7,500 per month. Vulnerable 'new arrivals' and vulnerable refugees pending registration (food packages) - up to 22,500 per month.	420,000
Turkey	Provision of e-vouchers redeemable in camp and local shops - up to 120,000 planned by June 2013.	Not applicable.	Not applicable.	180,000
Iraq	Provision of vouchers in Domiz camp (Dohuk) - up to 70,000 beneficiaries planned for June 2013. Food packages in Al Qa'im camp (Anbar) - up to 25,000 beneficiaries. The programme will continue supporting up to 6,000 children through school feeding in camp schools.	Not applicable.	Not applicable.	95,000
Egypt	Not applicable.	Provision of food vouchers redeemable in community shops for 30,000 refugees.	Not applicable.	30,000
Total				1,225,000

* Beneficiaries are calculated to avoid double-counting.

9. WFP food assistance is linked to the provision of UNHCR refugee status with the exception of: i) Turkey, where assistance is linked to the Government's camp registration; and ii) Lebanon, where vulnerable newly-arrived Syrians as well as those pending registration with a waiting period of over 4 weeks receive a food package; and where vulnerable Lebanese families who have returned from Syria are also supported. It is worth noting that WFP is not providing assistance to non-camp Syrian refugees in Turkey and Iraq as per current Government policies.

² Please see Annex V for a full overview of EMOP budget revisions 1-9.

10. Paper food vouchers, redeemable in local shops, are provided in Lebanon at US\$27/person/month, in Jordan at US\$33.8/person/month, and in Egypt at US\$30/person/month. Beneficiaries in Iraq and Turkey can redeem their vouchers in camp shops at the values of US\$31/person/month and US\$45/person/month respectively. The same methodology was used to calculate the value of the vouchers using a standard food basket. In-kind food transfers are used only in camp settings in Jordan and in Al Qaim camp in Iraq where local market conditions cannot yet support vouchers, and to new arrivals in Lebanon. Plans to shift from paper vouchers to e-vouchers are well-advanced in Lebanon and Jordan, and Egypt is also expected to move fully to e-vouchers in the near future.
11. In Jordan, WFP distributes dry rations twice monthly, bread on a daily basis, welcome meals to new arrivals, and date bars for school feeding. A gradual shift from in-kind food to vouchers is planned to start in August 2013.
12. WFP Lebanon is taking the lead in piloting the transition toward vulnerability targeting through a phased approach, following the results of the multi-sectoral Vulnerability Assessment for Syrian Refugees (VASyR). This assessment, co-led by WFP, UNHCR, UNICEF and the Government of Lebanon, will form the basis for targeting based on vulnerability indicators.
13. In Egypt, implementation of food voucher assistance started at the beginning of February 2013. Pending government clearance to work with NGO partners, WFP Egypt implements the programme directly. The refugee communities play a crucial role in the planning and implementation of the voucher programme, especially in identifying and providing distribution sites, and organising the distribution. WFP Egypt applies geographic targeting to reach food-insecure refugees who reside in poorer neighborhoods of Cairo as well as Alexandria and Damietta.
14. In Turkey, WFP and the Government had developed a joint plan of action with the Disaster and Emergency Management Agency (AFAD) to implement a gradual transition from in-kind food assistance to a WFP voucher modality in a pre-selected number of camps. Since the transition, WFP has partnered with the Turkish Red Crescent (TRC) to provide food assistance through an e-voucher programme. Compared to the planned figure for June 2013 (120,000) the programme covered 101,000 people in 14 camps, representing close to 60 percent of the total camp population in Turkey. Turkish authorities are providing assistance to the remainder of the refugees not covered under the joint WFP-TRC programme. Families assisted by WFP receive an electronic food card that is loaded with sufficient funds for a basic diet with adequate nutritional diversity.
15. In Iraq, WFP assists Syrian refugees in camps in the Kurdistan region through the voucher programme and Syrian refugees in Al Qaim camp with in-kind food distributions. Conditions in Al Qaim for the switch to paper vouchers and in the Kurdistan region for the introduction of e-vouchers do not currently meet the WFP standards.
16. The nutrition situation and nutrition response varies amongst the various countries affected by the crisis. The nutrition coordination structures are at different stages across the region and partner capacity at country level is not uniform. In this revision Jordan is the first country in the sub-region to put forward nutrition specific interventions. For the other countries in the region, the nutrition sectors are at an earlier stage of planning. As the operations are mostly using voucher assistance, WFP is strengthening its post distribution

monitoring to determine if the modalities being used are adequately responding to the nutrition needs of vulnerable populations, specifically PLW and CU5. A follow up survey in Lebanon will give more information on the need for prevention as it will include an anaemia component.

17. The EMOP remains underfunded and donations are being confirmed at a pace that does not ensure effective pipeline management. Consequently, WFP has had to take full advantage of existing advance facilities in order to avoid pipeline breaks. WFP has not yet had to cut rations or prioritize certain beneficiary groups; however, this has resulted in a food and cash pipeline which has a resourcing outlook of less than a month.

CONCLUSION AND RECOMMENDATIONS OF THE RE-ASSESSMENT

18. This budget revision is based on the planning scenarios agreed in the inter-agency RRP5. The RRP planning process is coordinated by UNHCR, but follows a country-led approach in which WFP is a major stakeholder. The RRP5 is the reference framework for all agencies responding to the Syria Crisis and is used by WFP to plan the strategies and activities outlined in this budget revision (BR).
19. The RRP was launched in Geneva on 7 June 2013 along with the Syria Humanitarian Assistance Response Plan (SHARP) revisions to ensure a comprehensive strategy for the Syria crisis response.
20. The sustained and escalating violence in Syria is resulting in large numbers of casualties among civilians, the destruction of homes and infrastructure, and the disruption of essential services. This has led to large-scale internal displacement of people as well as increasing outflows of refugees. By 15 July 2013, 1,581,718 refugees had registered with UNHCR and an estimated 193,332 people were awaiting registration, bringing the total number of Syrian refugees to over 1.75 million.³
21. A staggering one million Syrians fled the country in the first five months of 2013, corresponding to an increase of nearly 6,000 refugees per day for the period. This dramatic increase in the number of refugees being registered or awaiting registration is not only due to new arrivals. The resources and means of income of refugees is becoming increasingly limited over time, leading those who may have fled Syria earlier to seek registration in order to obtain assistance. For example, in a now overcrowded labour market, Syrian migrant workers in Lebanon are moving and registering their families across the border. Furthermore, the increasing effectiveness of aid distributions and the enhanced outreach of registration centres by UNHCR are also facilitating registration.
22. UNHCR, WFP and partner monitoring are noticing an increase in refugees coming forward for registration as they deplete their assets. Moreover, new arrivals come in more dire conditions, due to the fact that they have already been displaced several times within Syria.

³15 July 2013, UNHCR portal: <http://data.unhcr.org/syrianrefugees/regional.php>

TABLE 2 - REFUGEE PLANNING FIGURES				
Country	BR9 Planning Figures (December 2013)	Registered Refugees and Syrians awaiting Registration*	RRP5 Refugee Planning Figures (December 2013)	WFP Planned Beneficiaries under budget revision 10
Jordan	500,000	486,972	1,000,000	895,000
Iraq**	95,000	161,014	350,000	186,000
Lebanon	420,000	607,908	1,000,000	***1,212,820
Turkey**	180,000	412,789	1,000,000	185,000
Egypt	30,000	92,367	100,000	****76,000
Total	1,225,000	1,761,050	3,450,000	2,554,820
* As per UNHCR portal on 15 July 2013. ** Currently WFP only supports refugees in camp settings. *** Includes 800,000 registered Syrian refugees, 105,200 Lebanese returnees, 80,000 Palestinian refugees from Syria, and 159,000 vulnerable host communities. **** Includes 6,000 Palestinian refugees.				

23. As depicted in Table 2, BR10 figures are lower than those reported in the RRP5. This is due to the fact that WFP Offices must consider their different contexts. The difference between the RRP5 proposed figures and WFP's planning figures is explained by Government policies in Iraq and Turkey which currently preclude WFP assistance outside camps. Furthermore, Jordan and Lebanon will initiate more targeted assistance which should lead to a 15-20 percent reduction in the number of Syrian beneficiaries. Finally, the conditions in Egypt allow WFP to geographically target its assistance to those most vulnerable.

24. The massive and accelerating influx of refugees is placing enormous strain on existing government resources, donor funding, camp settings, local communities and the capacity of humanitarian actors to sustain the provision of essential supplies and services. Local communities and governments are bearing a heavy burden for the support and there are signs that some communities have reached saturation, leading to a build-up of local tensions. Managing relations with local populations is becoming an increasingly important priority.

Jordan

25. Of the total of 486,972 refugees registered or awaiting registration by mid-July 2013, nearly half entered in the first four months of 2013. Limited return movements have also been observed, with UNHCR estimating that some 10,000 people have returned to Syria. The United Nations agencies have agreed upon a revised planning figure of 1,000,000 beneficiaries in Jordan by the end of December 2013, equating to around 2,400 new arrivals per day.

26. In Al Za'atri camp, UNHCR reported 147,000 refugees registered in early June, although actual numbers are slightly lower due to problems in recording departures from the camp. The Agency for Technical Cooperation and Development (ACTED) and WFP estimate around 120,000 Syrians are being hosted in the camp. WFP's estimate is based on its actual dry ration distributions in Al Za'atri camp taking place every two weeks.

27. The UNICEF/WFP nutrition assessment in late-2012 among refugees in camps and Jordanian communities found that four percent of Syrian children under the age of five need treatment for moderate acute malnutrition (MAM), recommending the provision of specialized nutritious food to malnourished young children and pregnant and nursing

mothers. The assessment also found that refugees are in need of age-appropriate foods for their children between six-24 months old, which was corroborated by the preliminary Joint Assessment Mission (JAM) findings.

28. The UNHCR/WFP JAM, currently being finalized, found that overall, refugees are satisfied with the voucher programme in Jordanian communities and transit centres. Beneficiaries did note that the WFP voucher covers the majority of their food requirements, and thus food was not an immediate need. This should be seen in the context of WFP reaching 98 percent of refugees living in local communities through the voucher programme. In addition, the JAM reports that for 57 percent of registered beneficiaries in communities, the only form of assistance received is the WFP food vouchers. UNHCR estimates that, based on vulnerability, 60 percent of registered beneficiaries would qualify for rental assistance; however, currently only about 20 percent (or 12,000 households) is receiving such UNHCR rental assistance. The JAM found that there has been a rise in negative coping strategies as beneficiaries have other pressing unmet needs such as high rent and hygiene items. Beneficiaries are increasingly resorting to: consuming lower quality foods, including a less diverse food basket; the sale of assets; and child labour to obtain cash to cover these costs.
29. While WFP waits for the final JAM conclusions to inform decisions on adjusting programming direction, a provisional reduction of 15 percent of refugees living in Jordanian communities has been applied, thereby targeting 85 percent of refugees with voucher assistance in local communities, which is included in this budget revision from September. The 15 percent reduction was an estimate informed by the impressions and observations of WFP monitors during household visits in anticipation of the JAM. No targeting will take place in refugee camps. The JAM will also provide valuable insight into the food security of the refugees living in host communities.
30. WFP monitoring in June has shown that the food consumption score (FCS) of refugees living in the camp and urban settings has improved since the October 2012 Joint UNICEF/WFP Nutrition survey; 93 percent of beneficiaries in Za'atri camp and 90.4 percent in urban areas have an *Acceptable* FCS (>35). In the community, this is in part because 98 percent of refugees are now coming to collect and redeem their vouchers as they understand the system better. In the camp, this improvement could also reflect the fact that with the recent completion of more functioning kitchens, people have greater access to cooking facilities.

Lebanon

31. In mid-July 2013, the total number of Syrian refugees already registered or pending registration reached 607,908, far exceeding the RRP4 figure of 300,000 expected by the end of June. An estimated 42,000 PRS are now also in Lebanon. Lebanese returnees are also present in the country. The RRP5 anticipates that 1 million registered Syrian refugees (representing some 25 percent of the country's total population), 80,000 PRS and 131,500 Lebanese returnees will be in Lebanon by December 2013.
32. Several inter-agency assessments in 2012 have shown that 85 percent of Syrian refugees are food insecure and in need of continued support.⁴ Furthermore, post-distribution monitoring (PDM) analyses carried out until January 2013 and evolving trends during recent months revealed that larger influxes of increasingly vulnerable refugees who have suffered

⁴ WFP, *Syrian Refugees and Food Insecurity in Lebanon, Secondary Literature and Data Desk Review*, March 2013.

multiple displacements are entering Lebanon and that the conditions of pre-existing registered refugees is deteriorating. As a result, WFP will provide targeted assistance to 85 percent of the total refugee population. This figure may be adjusted according to the vulnerability data which will be attained from the VASyR.

33. The continued monthly commodity price monitoring and observation of the average prices of the commodity basket showed no evidence of major inflation. As a result, the planned decrease of the monthly voucher value to US\$27 (from the winterized value of US\$31 which was set in place to accommodate the required additional 300 kcal per person) in April was carried out without incident.
34. Household interviews have shown that beneficiaries are satisfied with the programme despite some access and security concerns. Increasing levels of vulnerability among refugees has emphasized the need for food vouchers for beneficiaries. However, increasingly, people need to satisfy other urgent needs such as baby-care products, healthcare products and fuel/gas through the exchange or sale of their food vouchers.
35. The JAM, which was initially planned for March 2013, is expected to take place during the third quarter of 2013. Further, WFP Lebanon has agreed with UNICEF and other partners that a follow-up nutrition survey can also take place after the VASyR. WFP will continue to engage with relevant partners through the nutrition sub-working group to improve screening and surveillance.

Iraq

36. In line with existing Government policy, food assistance provided through the voucher programme and in-kind food assistance are only targeted to Syrian refugees who are registered and live in the two refugee camps (vouchers in Domiz in northern Iraq and in-kind food Al Qaim in the south).
37. UNHCR projects that 350,000 Syrian refugees will be residing in Iraq by December 2013. WFP plans on assisting 186,000 of this projected number of refugees, including 6,000 children through the school feeding programme. WFP's planning figure comprises UNHCR's estimated 120,000 beneficiaries forecasted to be accommodated throughout both existing and planned camps in the Kurdistan region. It is estimated that 30,000 beneficiaries in the Al Qaim region will be provided with food parcels from WFP.
38. The current policy of the Kurdish authorities limits WFP assistance to refugees in camps or coming to the camp to receive assistance. However, the UN community under leadership of UNHCR, is advocating with the authorities to extend support to the most vulnerable refugees in host communities. Support to non-camp refugees has therefore been included in RRP5 and BR10 as a contingency if the policy should change.
39. WFP Iraq continues to support up to 6,000 refugee children with a daily snack of 100g of high-energy biscuits (HEB) to each child during school sessions and also during summer catch-up classes, held during the summer school holidays. In Domiz camp, the Ministry of Education is providing milk and fresh fruit to the children in addition to the HEB provided by WFP. Additional support, including teacher training and learning materials, is provided by UNICEF.
40. The JAM, taking place after the Holy Month of Ramadan, will inform on possible targeting criteria.

Turkey

41. RRP5 estimates there will be 1 million Syrian refugees inside Turkey by the end of 2013, of which 300,000 hosted in camps. Based on ongoing Government support, WFP and the Government of Turkey have agreed to maintain WFP's target at 180,000 beneficiaries in camp settings by the end of December 2013. The Government will provide assistance to the additional 120,000 Syrians that are anticipated to be in camps by the end of 2013.
42. Initially, Syrians residing in the camps were considered more vulnerable than Syrians living outside of camps. As the Syrian conflict is protracted, there are signs that non-camp refugees are faced with increasing vulnerability and WFP is now planning a pilot project to provide voucher assistance to non-camp Syrian refugee households that are facing high levels of food insecurity and are unable to meet other basic needs. WFP is working closely with UNHCR in the initial planning phase of this project. It is anticipated that the voucher value to cover food will be the same as those provided to refugees in camp settings.

Egypt

43. The number of Syrians registered and awaiting registration in Egypt had reached over 92,000 by July 2013, significantly surpassing the BR9 projected number of 30,000. UNHCR is considering scenarios of 100,000–150,000 refugees by December 2013, although not all of these individuals are anticipated to require food assistance. Based on the joint WFP/UNHCR/UNICEF needs assessments in November 2012 and February 2013, and through a geographic targeting approach, WFP will provide vouchers for up to 70,000 food-insecure Syrian refugees who reside in the poorer neighbourhoods of Alexandria, Damietta and Cairo. In addition, WFP has been officially requested by the Government of Egypt to provide food assistance to some 6,000 vulnerable Palestinian refugees who moved to Egypt from Syria. Similar to the geographically-targeted assistance provided to Syrian refugees, PRS support will take place in poorer neighborhoods of Alexandria, Damietta and Cairo.

PURPOSE OF BUDGET INCREASE

44. This BR increases the food assistance requirements, reflecting the increase in the projected number of WFP beneficiaries, and revises the beneficiary groups as per RRP5. BR 9 had already extended EMOP 200433 in time, from July to December 2013. Annex II provides an overview of the planned monthly beneficiary number by country, category and activity for 2013.

Jordan

45. **Increase in beneficiary numbers:** RRP5 revises the planning figure for Jordan to 1,000,000 registered refugees by December 2013. WFP's planning figure will be revised to assist 895,000 Syrian refugees by the end of December 2013 (all refugees in camps and 80 percent of beneficiaries in host communities). School feeding beneficiary figures will also increase. The criteria for identifying vulnerable households will be refined in line with the results of the JAM. WFP plans to extend the voucher programme into Al Za'atri and Azraq camps.

46. **Market creation and the transition to vouchers** are key priorities in furnishing the required flexibility and food diversity in Al Za'atri camp. WFP is now proceeding with the establishment of large-scale commercial markets along with local community-based organizations (CBOs) to expand shop capacity. WFP is contracting commercial retailers to manage and supply each structure. In Al Za'atri, WFP plans to transition from in-kind food to voucher assistance in the camps with a gradual phase-over starting in August 2013 to ensure appropriate use of food stocks and allow the markets to build their capacity and guarantee the supply chain. An additional 150,000 food rations have been included as a precaution for the transition period from food to voucher assistance, which will also allow an immediate response in case of a major influx of refugees. Since the opening of the Emirati Jordanian Camp (EJC), the Emirati Red Crescent (ERC) has been operating a market with which WFP has partnered for the voucher programme. The first distributions of WFP reduced voucher assistance of US\$8.5/person/month in the Emirati camp began on 17 June 2013.
47. **E-voucher implementation:** WFP Jordan will start the piloting process in August 2013 for e-vouchers and plans to transition entirely from paper to e-vouchers by the end of September 2013. WFP Jordan is currently finalizing the operational design.
48. **Nutrition for pregnant and lactating women and young children:** WFP will introduce for the Syrian refugees a targeted supplementary treatment response for MAM in CU5 and PLW both in local communities and camp settings. WFP will also provide an age-appropriate food to children under two years of age (CU2) as a preventative measure in camp settings. *SuperCereal Plus* will be used for both the treatment programme and as an age-appropriate food, as per the ration table below.

Target Group	SuperCereal Plus
PLW Treatment*	250grams
CU5 Treatment*	200grams
CU2 Age-appropriate	100grams
Total	

*Note, includes a protection ration for sharing

Based on Middle Upper Arm Circumference (MUAC) measurements, cooperating partners will enrol beneficiaries in the nutrition programme through health centres both in camps and communities, as well as through mobile outreach clinics. The duration of treatment for MAM, CU5 and PLW will be up to four months, as outlined in the National Protocol for Treatment of Severe and Moderate Acute Malnutrition. Beneficiaries may graduate from the programme earlier depending on their response to the treatment and improvement of their nutritional status.

SuperCereal Plus for CU2 will be provided as an additional commodity in the general food basket and will be distributed at a separate distribution point to reinforce that the product is specifically targeting CU2 irrespective of nutrition status. WFP partners will also conduct sensitization on the usage of *SuperCereal Plus* as weaning food for young children. Identification of beneficiaries will be based on UNHCR data showing the children's age; children will automatically be eligible and included from the age of six months and will remain in the programme until their second birthday. After transition to vouchers, this separate distribution of age-appropriate food will continue.

49. **Increase in beneficiary numbers for food vouchers:** UNHCR revised the planning figure for Lebanon to 1,000,000 registered refugees by December 2013. Following the results from the targeting exercise, WFP's planning figure will be revised to assist 1,212,820 beneficiaries by the end of December 2013, composed of: 800,000 Syrian refugees; 105,200 Lebanese returnees; and 159,000 vulnerable individuals in host communities. These figures are in addition to 68,620 unregistered new arrivals who will receive one-off food parcels in the month of December. The criteria for identifying vulnerable households will be refined in line with the results of a forthcoming Government of Lebanon, WFP, UNHCR and UNICEF-led VASyR. WFP's plans to shift from paper food vouchers to e-vouchers are now expected to begin in August in a phased manner. The final stage of contract negotiations between WFP Lebanon and the selected bank are currently underway. A dedicated cash and voucher mission to further support the development of the detailed internal and bank standard operational procedures is planned.
50. **Increase in beneficiary numbers for food parcels:** WFP plans to assist a maximum of 73,500 newly-arrived unregistered refugees per month with one-off food parcels. Subsequent to registration, the refugees will be added to the voucher programme.
51. **Providing voucher assistance to Palestinian refugees from Syria:** In line with its mandate, UNRWA has carried out cash assistance for housing and food to the PRS caseload. UNRWA and WFP will collaborate to introduce and fundraise for a food voucher programme, as UNRWA intends to transition from its current modality of cash assistance and would like WFP's support to assist up to 80,000 PRS by December 2013. Based on a common fund-raising strategy, contributions can be channeled through any of the two organizations for the food voucher programme, with UNRWA carrying out the front-end distributions and WFP providing its voucher expertise and extensive capacity across the country.
52. **Providing voucher assistance to Lebanese returnees:** It is estimated that 131,000 Lebanese returnees will be in the country by the end of 2013. WFP is planning to assist 80 percent of these (105,200 people) with food vouchers.
53. **Increased focus on host population needs:** Lebanon's national capacity has been stretched to support the influx of refugees. Further, tensions between Syrian refugees and Lebanese host communities have been on the rise due to the perceived advantages provided only to Syrian refugees. Emergency support by WFP through the provision of food vouchers and one-off food parcels is proposed as a supplement to the Government of Lebanon's Poverty Reduction Programme (PRP) package. Under the PRP, which was established in 2004, applications are screened by the Ministry of Social Affairs to ensure that the most vulnerable families are targeted. Beneficiaries receive a basket of assistance such as full hospitalization assistance, education support and electricity bill rebates. WFP plans to assist 159,000 vulnerable Lebanese with quarterly food vouchers until the end of the year. In addition, as applicants are in the process of registration, WFP plans to provide one-off food parcels to 5,000 vulnerable Lebanese. WFP will continue to provide technical support to the Ministry of Social Affairs and High Relief Committee in strengthening the capacity of local social development centres and municipalities, and providing training in voucher distributions.

Iraq

54. **Increase in beneficiary numbers:** WFP Iraq will provide 120,000 vouchers for refugees in camps (Kurdistan Governorate) and 30,000 food packages in Al Qaim. Some 36,000 vouchers will be available for refugees in host communities, if requested by the authorities.

This equates to assistance for up to 186,000 Syrians by December 2013. WFP will not provide assistance to refugees in host communities without the authorities' approval.

Turkey

55. **Pilot for refugees in host communities:** Given the increasing number of Syrians living outside of camps in Turkey and the increasing level of vulnerability amongst this population, pending Government approval, WFP is planning to undertake a pilot to assist around 5,000 of the most vulnerable Syrians living outside of camps. The pilot will be undertaken to test a modality that could eventually be scaled up through funding or co-funding by the Government of Turkey. WFP is in the initial stages of discussion with the Government and UNHCR on how to approach assistance outside of camps. WFP plans to assist a total of 185,000 beneficiaries by the end of 2013.

Egypt

56. **Increase in beneficiary numbers for vouchers:** By December 2013, in line with RRP5 projections, WFP plans to assist 70,000 Syrian refugees who are residing in poorer neighborhoods of Cairo, Alexandria and Damietta in the Nile delta. WFP plans to shift from paper and magnetic food vouchers to e-vouchers and is currently investigating options and preparing to approach selected financial service providers.
57. **Assistance to Palestinian refugees from Syria (PRS):** In addition to Syrians, WFP, in collaboration with United Nations Relief and Works Agency (UNRWA), will provide food assistance to some additional 6,000 vulnerable Palestinian refugees who moved to Egypt from Syria. This assistance will geographically target poorer neighborhoods of Cairo, Alexandria and Damietta.

REQUIREMENTS

58. The current and revised requirements for food and voucher transfers by country and activity are shown below in Table 3. The budget increase by commodity and cost element is shown in Annex I-A.

TABLE 3: FOOD ASSISTANCE BY COUNTRY AND ACTIVITY				
Activity	Country	Food requirements (mt) Cash/Vouchers (US\$)		
		Current	Increase	Revised total
General food distribution - food (mt)	Jordan	22,121	6,442	28,563
	Lebanon	3,036	3,913	6,949
	Iraq	5,193	1,231	6,424
Sub-total GFD (mt)		30,350	11,586	41,936
School Feeding - food (mt)	Jordan	342	78	420
	Iraq	93	12	105
Sub-total SF (mt)		435	90	525
Supplementary Feeding - food (mt)	Jordan	70	665	735
Sub-total supplementary feeding (mt)		70	665	735
Total food (mt)		30,855	12,341	43,196
Vouchers (US\$)	Jordan	148,358,800	34,813,360	183,172,160
	Lebanon	128,317,000	80,270,964	208,587,964

	Iraq	25,358,500	9,362,000	34,720,500
	Turkey	67,140,000	1,350,000	68,490,000
	Egypt	8,840,000	6,480,000	15,320,000
Total vouchers (US\$)		378,014,300	132,276,324	510,290,624

PERFORMANCE MONITORING

59. The M&E Plan Matrix for EMOP 200433 has been reviewed, and harmonized data collection tools have been included in the sub-regional M&E tool kit. The kit includes post distribution monitoring, shop and distribution on-site and beneficiary contact monitoring and price monitoring forms as well as distribution reports associated with each activity. M&E field staff across the country offices (COs) are currently being trained on these tools.
60. An M&E operational plan per CO is currently under development to establish data collection and coverage targets, per tool and per month, that are in line with agreed-upon sampling approaches and current M&E capacities at CO level. A reporting framework and sub-regional data analysis service is being set up in order to facilitate the preparation of regular M&E reports by COs.
61. Over the coming six months, M&E-related data collection and data analysis capacities will be reinforced through the adoption of the geo-referenced real-time acquisition of statistics platform (GRASP) initiative and an increasing use of mobile devices by M&E staff across COs, as well as the establishment of a Regional M&E data analysis function. Quantitative data will also gradually be complemented by specific thematic assessments (on protection or voucher usage for example) and qualitative data obtained through focus group discussion exercises. The information thus obtained will also feed into the preparation of a sub-regional lessons learnt exercise that is planned for in the last quarter of 2013.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

Contextual Risks:

62. **Spillover of the Syria crisis to neighbouring countries and political destabilization:** Fighting from the Syrian civil war has already spilled over into Lebanon, leading to occasional disruptions of WFP distributions in the Bekaa and Tripoli. Furthermore, the Arab Spring and other movements in the neighbouring countries (i.e. Turkey), whether related to the Syria conflict or not, may affect the ability of host countries to assist Syrian refugees. WFP is engaged in contingency planning and monitoring of risks at the country and regional levels.
63. **Tensions in local communities:** As the numbers of refugees continue to increase, tensions between local population and refugees rise. Unrest and/or conflict between the refugees and local population are risks. Under this EMOP, WFP will provide assistance to local communities targeting the most vulnerable families in Lebanon. In Jordan, **DEV 200478** *Support for the national school feeding programme* is ongoing and **PRRO 200537** *“Assistance to the food insecure and vulnerable Jordanians affected by the protracted economic crisis aggravated by the Syrian conflict”* has been approved and is currently in the planning phase.

Programmatic Risks:

64. **Low levels of funding:** Funding requirements continue to increase as the refugee population grows. Concerns are mounting that funding is not being confirmed in line with the growing needs, which could result in breaks or reduction of the supply of food assistance, leading to further tensions and putting additional pressure on host governments. In addition, low levels of assistance could force families to turn to “negative” coping mechanisms, which impact the protection, dignity and stability of displaced families and communities. WFP is working with UNHCR, the Office for the Coordination of Humanitarian Affairs (OCHA) and other partners under the RRP to advocate for donors to provide additional funding. WFP has started to review a number of mitigation measures and prioritisation options should necessary funding not be received.
65. **Sudden massive refugee influxes:** In all surrounding countries, preparation of a sudden mass influx of refugees is underway. For example, in Jordan and Lebanon, UNHCR has requested all agencies to be prepared to provide assistance for up to 30,000-20,000 refugees with 48 hours notice in camp settings.

Institutional Risks

66. **Security in the camps (and distribution sites):** In Jordan, Al Za’atri camp continues to have serious security issues with the camp increasingly controlled by various groups of the refugee community. Shift from food rations to vouchers or, as mentioned above, reduction of ration, may have serious security implications, particularly for WFP and partners’ staff working in the camp. WFP and its partner take every precaution on site to ensure the safety of staff; WFP ensures security presence during operations, constant repairing and upgrading of the distribution facilities with additional measures for crowd control, monitoring in mixed-sex teams, working in close partnership with the new camp management, UNHCR and partners, and in full compliance with all security regulations. Additional self-defense awareness and familiarization (SAFE) Training is planned for Jordan and Iraq in August 2013.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

67. The budget revision of the regional EMOP 200433 “Food assistance to vulnerable Syrian populations in Jordan, Lebanon, Iraq, Turkey, and Egypt affected by conflict in Syria” for the additional commitment of food is recommended for approval by the Executive Director and the Director-General of Food and Agriculture Organization of the United Nations.

APPROVED

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			
Food ¹	Quantity	Value	Value
	(mt)	(US\$)	(US\$)
Cereals	4,515	3,155,683	
Pulses	576	606,104	
Oil and fats	384	718,643	
Mixed and blended food	755	967,758	
Others	6,111	13,245,222	
Total food	12,341	18,693,410	
Cash transfers			
Voucher transfers		132,276,324	
Subtotal food and transfers			150,969,734
External transport			147,610
Landside transport, storage and handling			458,015
Other direct operational costs			9,281,410
Direct support costs (see Annex I-B)			11,063,249
Total WFP direct costs			171,920,018
Indirect support costs (7.0 percent) ²			12,034,401
TOTAL WFP COSTS			183,954,419

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

² 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	1,929,908
International general service staff	-
Local staff - national officers	149,080
Local staff - general service	268,494
Local staff - temporary assistance	1,039,987
Local staff - overtime	10,800
Hazard pay and hardship allowance	10,968
International consultants	767,744
Local consultants	-
United Nations volunteers	-
Commercial consultancy services	-
Staff duty travel	2,181,807
Subtotal	6,358,787
Recurring expenses	
Rental of facility	342,450
Utilities	106,850
Office supplies and other consumables	197,500
Communications services	820,534
Equipment repair and maintenance	73,440
Vehicle running costs and maintenance	200,250
Office set-up and repairs	410,250
United Nations organization services	15,400
Subtotal	2,166,674
Equipment and capital costs	
Vehicle leasing	867,215
Communications equipment	1,099,822
Local security costs	570,751
Subtotal	2,537,788
TOTAL DIRECT SUPPORT COSTS	11,063,249

ANNEX II

Country	Component	Beneficiaries	January	February	March	April	May	Planned June	Planned July	Planned August	Planned September	Planned October	Planned November	Planned December
Jordan	In-kind food	Syrian Refugees	70,000	100,000	170,000	190,000	220,000	250,000	150,000	75,000	95,000	0	0	0
	Welcome meals	Syrian Refugees	20,000	50,000	60,000	60,000	60,000	60,000	110,000	110,000	110,000	110,000	110,000	110,000
	School feeding*# ⁷	Syrian Refugees	4,500	5,100	7,500	19,500	25,500	27,500	15,000	20,000	25,000	30,000	35,000	40,000
	Food vouchers	Syrian Refugees	70,000	140,000	150,000	190,000	220,000	250,000	450,000	560,000	614,500	708,000	801,500	895,000
	Nutrition (treatment PLW)*	Syrian Refugees	0	0	0	0	0	0	6,728	8,372	10,017	11,661	13,306	14,950
	Nutrition (treatment CU5)*	Syrian Refugees						440	3,420	4,256	5,092	5,928	6,764	7,600
Sub-Total			140,000	240,000	320,000	380,000	440,000	500,000	450,000	560,000	614,500	708,000	801,500	895,000
Lebanon	Food parcels	Syrian Refugees	12,500	12,500	82,500	62,500	42,500	73,500	73,500	73,500	73,500	73,500	73,500	68,620
	Food parcels	Host communities							5,000	5,000	5,000	5,000	5,000	
	Food vouchers	Syrian Refugees	165,000	195,000	250,000	264,000	332,000	451,104	509,904	568,704	627,504	686,304	745,104	800,000
	Food vouchers	Lebanese Returnees	7,500	7,500	7,500	7,500	7,500	62,000	67,000	73,000	80,000	87,000	96,000	105,200
	Food vouchers	Palestinian Refugees							55,000	60,000	65,000	70,000	75,000	80,000
	Food vouchers	Host communities						134,000			144,000			159,000
Sub-Total			185,000	215,000	340,000	334,000	382,000	720,604	710,404	708,204	995,004	921,804	994,604	1,212,820
Iraq	In-kind food	Syrian Refugees	20,000	20,000	25,000	25,000	25,000	25,000	25,000	27,000	27,000	27,000	30,000	30,000
	School feeding #	Syrian Refugees	4,500	4,500	4,500	4,500	4,500	2,000	2,000	2,000	6,000	6,000	6,000	6,000
	Food vouchers	Syrian Refugees in camps	30,000	35,000	40,000	50,000	60,000	70,000	59,000	74,000	89,000	104,000	120,000	120,000
	Food vouchers	Syrian Refugees in host communities							36,000	36,000	36,000	36,000	36,000	36,000
Sub-Total			50,000	55,000	65,000	75,000	85,000	95,000	120,000	137,000	152,000	167,000	186,000	186,000
Turkey	Food vouchers*	Syrian Refugees in camps	50,000	60,000	43,000	82,200	116,800	120,000	130,000	140,000	150,000	160,000	170,000	180,000
	Food vouchers	Syrian Refugees in host communities							5,000	5,000	5,000	5,000	5,000	5,000
Sub-Total									135,000	145,000	155,000	165,000	175,000	185,000

⁷ * Increasing numbers between July and December, figure stated is the maximum planning figure.

School feeding provided only during school months between July-December.

Egypt	Food vouchers	Syrian Refugees	10,000	10,000	20,000	20,000	30,000	30,000	50,000	50,000	60,000	60,000	70,000	70,000
	Food vouchers	Palestinian Refugees							6,000	6,000	6,000	6,000	6,000	6,000
Sub-Total									56,000	56,000	66,000	66,000	76,000	76,000
Overall Total			435,000	580,000	788,000	891,200	1,053,800	1,465,604	1,471,404	1,606,204	1,982,504	2,027,804	2,233,104	2,554,820

ANNEX III - LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Strategic Objective 1: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES Goal: To reach Syrian refugees in Jordan, Lebanon, Iraq, Turkey and Egypt whose food security has been adversely affected by shocks		
Outcome 1.1 Improved food consumption over the assistance period for targeted Syrian refugee households in Jordan and Lebanon, Iraq, Turkey and Egypt, as well as of Lebanese returnees and host communities and Palestinian refugees where required.	<ul style="list-style-type: none"> ➤ Households with “acceptable” food consumption score (Target: 85 percent of targeted population has acceptable food consumption). 	<ul style="list-style-type: none"> ➤ Effective targeting criteria and distribution mechanism agreed and adhered to by cooperating partners. ➤ Sufficient WFP capacity to monitor, collect and analyse data.
Outcome 1.2 Stabilized enrolment of girls and boys at high risk of dropping-out from target primary schools in refugee camps in Jordan and Iraq.	<ul style="list-style-type: none"> ➤ Absolute enrolment: Numbers of boys and girls enrolled in WFP-assisted primary schools. ➤ Net enrolment rate: percentages of primary school-age boys and girls enrolled in WFP-assisted primary schools. ➤ Attendance rate: percentages of boys and girls attending classes in WFP-assisted primary schools and, if applicable, preschools and secondary schools. 	<ul style="list-style-type: none"> ➤ UNICEF and or Governments provide the adequate schooling environment.
Outcome 1.3 Reduced acute malnutrition amongst targeted Syrian refugee children under 5 and pregnant and lactating women (Jordan only).	<ul style="list-style-type: none"> ➤ Supplementary feeding performance rates (Target 75% recovery rate). 	<ul style="list-style-type: none"> ➤ Treatment protocol approval by MOH.

Output 1.1

Food and vouchers distributed in sufficient quantity and quality to target groups of refugees and Lebanese returnees, host communities and Palestinian refugees (women, men, girls and boys) under secure conditions.

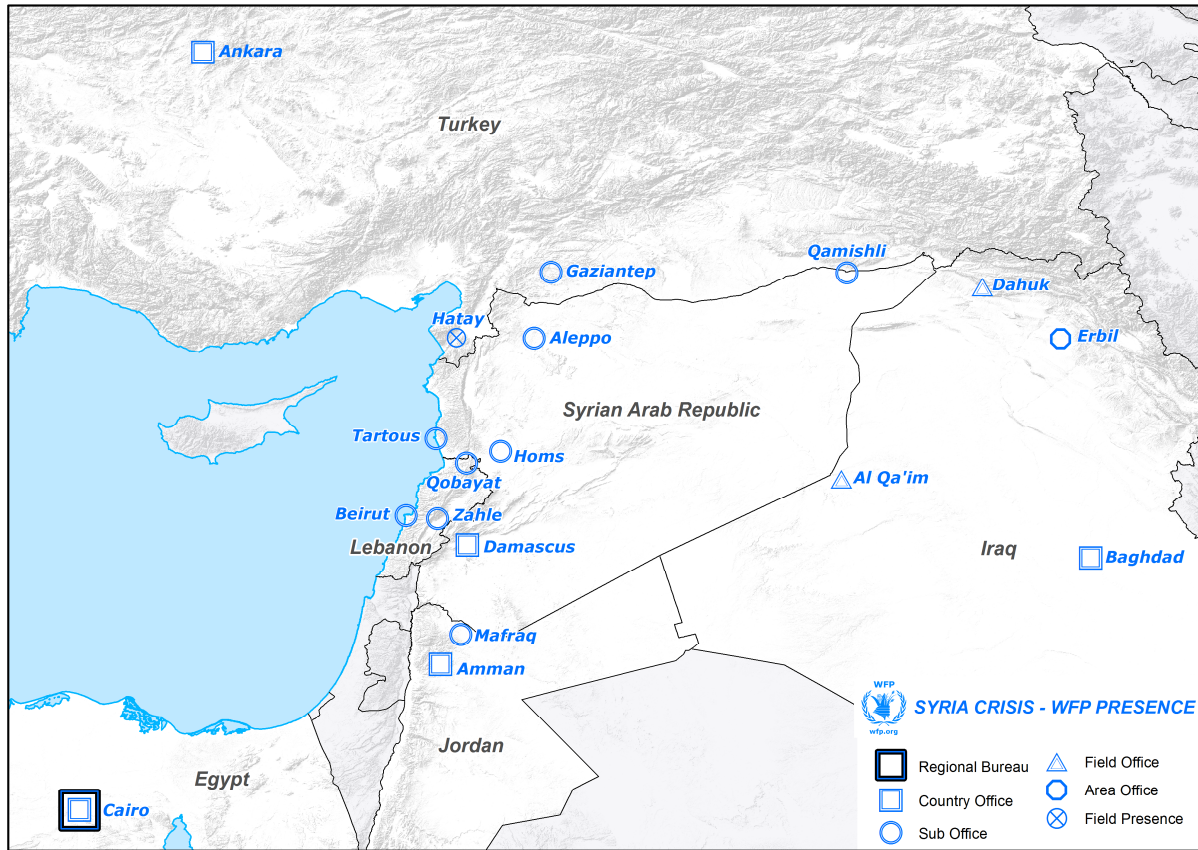
- Number of women, men, girls and boys receiving food, hot meals and vouchers, by category, activity, transfer modality and as % of planned distribution
- Tonnage of food distributed, by type, as percent of planned distribution
- Total food/cash equivalent of vouchers distributed and redeemed
- Number of primary schools assisted
- Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned and actual distribution

- Sufficient implementing partner capacity available
- Sufficient and timely supply of vouchers to beneficiaries
- Voucher systems secure and not open to attack
- Continued access to targeted beneficiaries

ANNEX V – OVERVIEW OF BUDGET REVISIONS 1-9

Document	Coverage	Comment	Beneficiaries	Total Budget (US\$)
EMOP	Jordan, Lebanon & Iraq	➤ Link to RRP (June 2012)	120,000	23,832,572
EMOP budget revision 1	Jordan, Lebanon & Iraq	➤ Reallocation of funds to allow in-kind assistance in Lebanon	120,000	23,438,812
EMOP budget revision 2	Jordan, Lebanon & Iraq	➤ Increase in beneficiaries numbers in Jordan & Iraq	135,000	27,728,036
EMOP budget revision 3	Jordan, Lebanon, Iraq & Turkey	➤ Inclusion of Turkey in EMOP ➤ Additional staffing in Jordan for Za'atri camp	165,000	34,334,031
EMOP budget revision 4	Jordan, Lebanon, Iraq & Turkey	➤ Scaling-up in all countries ➤ Link to RRP3 (Sept 2012)	460,000	62,692,091
EMOP budget revision 5	Jordan, Lebanon, Iraq & Turkey	➤ Reduction of beneficiaries numbers for Jordan and Iraq	350,000	58,927,336
EMOP budget revision 6	Jordan, Lebanon, Iraq, Turkey & Egypt	➤ Scaling-up in all countries ➤ Link to RRP4 December 2012 ➤ Extension-in-time to June 2013 ➤ School feeding Jordan & Iraq ➤ Inclusion of Egypt	755,000	199,048,420
EMOP budget revision 7	Jordan, Lebanon, Iraq, Turkey & Egypt	➤ Increase in beneficiaries numbers in Jordan & modality adjustment	795,000	200,849,270
EMOP budget revision 8	Jordan, Lebanon, Iraq, Turkey & Egypt	➤ No change – technical revision in HQ	795,000	200,849,270
EMOP budget revision 9	Jordan, Lebanon, Iraq, Turkey & Egypt	➤ Increase in beneficiary numbers throughout region and extension in time	1,255,000	509,578,314

ANNEX XI – WFP PRESENCE IN SYRIA



ACRONYMS USED IN THE DOCUMENT

ACTED	Agency for Technical Cooperation and Development
AFAD	Disaster and Emergency Management Agency
BR	Budget revision
C&V	Cash and voucher
CU5	Children under five years of age
CU2	Children under two years of age
CBO	Community-based organization
CO	Country office
DSC	Direct support costs
EJC	Emirati Jordanian camp
EMOP	Emergency Operation
ERC	Emirati Red Crescent
FAO	Food and Agriculture Organization of the United Nations
FCS	Food Consumption Score
GRASP	Geo-referenced real-time acquisition of statistics platform
HEB	High energy biscuits
ISC	Indirect support costs
JAM	Joint assessment mission
Kcal	Kilocalorie
KRG	Kurdistan Governorate
LTSH	Landside transport, storage and handling
M&E	Monitoring and evaluation
MAM	Moderate acute malnutrition
Mt	Metric tons
MUAC	Measurement of upper arm circumference
NGO	Non-Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs (United Nations)
ODOC	Other direct operational costs
PDM	Post distribution monitoring
PLW	Pregnant and lactating women
PRP	Poverty Reduction Plan
PRRO	Protracted relief and recovery operation
PRS	Palestinian refugees from Syria
RRP	Regional Response Plan
SAFE	Self-defense awareness and familiarization
SHARP	Syria Humanitarian Assistance Response Plan
SOP	Standard operating procedure
TRC	Turkish Red Crescent
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
US\$	United States dollar
UNRWA	United Nations Relief and Works Agency
VASyR	Vulnerability Assessment for Syrian Refugees
WFP	United Nations World Food Programme