
EMERGENCY OPERATION SYRIA 200339

Emergency Food Assistance to People Affected by Unrest in Syria	
Number of beneficiaries	50,000
Duration of project	3 months (October 2011–December 2011)
WFP food tonnage	1,750 mt
Cost (United States dollars)	
WFP food cost	1,369,498
WFP cash/voucher cost	-
Total cost to WFP	1,997,380



EXECUTIVE SUMMARY

1. Syria was hit by the wave of civil unrest known as the 'Arab Spring' in mid-March and the security situation has since deteriorated. To date, the number of deaths is nearing 2,000 civilians and 500 security personnel, as reported by media and human rights organizations.
2. Main areas of protests were initially concentrated in Dara'a (southern region, close to Jordan) and the port city of Lattakia, yet as the unrest has continued, it has spread across the country, including main cities of Aleppo, Deir-Ezzor, Edlib, Hama, Homs, and Qamishly, as well as suburban Damascus.
3. People living in these affected areas feel the impact of the prolonged military siege. Access to their livelihoods and basic necessities including food, water, electricity and medical supplies is difficult, at best. Agriculture is the dominant livelihood of many households in the affected areas, and Damascus and other cities in the north of the country depend on food from these areas. Due to continuing instability and the deterioration of security, many households have not been able to work. The agricultural sector has normally been 20 percent of the gross domestic product but the effect of persistent drought has been exacerbated by farmers being unable to tend their crops. This has had dramatic effects on agriculture-dependent households and food prices throughout the country. The economic challenges faced by Syria are being compounded by recent sanctions and bilateral trade freeze by many European countries.
4. WFP's objective is to reach vulnerable households whose food and nutrition security has been adversely affected by the civil unrest. This emergency operation (EMOP) "Emergency Food Assistance to People Affected by Unrest in Syria" is an expansion of an immediate-response emergency operation 200279 and will cover additional governorates thereby increasing the number of vulnerable households targeted. It aims to reach 50,000 beneficiaries monthly for three months with general food distributions of basic commodities.
5. The EMOP is aligned to WFP's Strategic Objective 1 - Save lives and protect livelihoods in emergencies and Millennium Development Goal 1 - Eradicate extreme poverty and hunger.

SITUATION ANALYSIS AND SCENARIO

The Overall Context

6. Syria is a middle-income country ranking 111th out of 169 in the United Nations Development Programme's 2010 Human Development Index. The relatively poor economic growth since the mid-1990s is reflected in an increasing per capita income gap between Syria and neighbouring Middle East and North African economies.



Almost two million individuals (11 percent of the population) live below the poverty line and unemployment is especially high among the youth.¹

7. A wave of civil unrest known as the 'Arab Spring' emerged in mid-March and the security situation has since deteriorated. Media and human rights organizations report number of deaths to be near 2,000 civilians and 500 security personnel so far.
8. The Government has taken some steps by announcing widespread changes and reforms. However, the new reforms have not yet been implemented or, according to civil rights groups, have arrived too late.
9. The announcement of reforms came with strong military actions in some cities, creating concern about the overall well-being of households in these areas. Cities of particular concern include Baniyas, Daraa, Deir Ezzor Hama, Homs, Jisr Al Siour Lattakia where the current situation has reportedly deprived households from access to their livelihoods and basic amenities such as food, water, electricity, and medical care and services. There are unconfirmed media reports that the food flow is interrupted or dramatically slowed during military operations. Public services such as telecommunications and electricity are becoming more and more erratic.
10. Continued military actions have led thousands of people, mostly women and children living in villages near the border of Lebanon and Turkey, to flee out of Syria. According to information available from United Nations agencies in those countries, there are currently 2,500 refugees in Lebanon and 7,500 in Turkey. At present there are few indications of their return but some families have already crossed back into Syria, preferring to stay with host families in other villages.
11. The uprising has negatively impacted the Syrian economy. Income from tourism - which accounted for 12 percent of the gross domestic product (GDP) before the crisis - has been dramatically reduced. The agricultural sector, normally 20 percent of GDP, has been affected by the persistent drought in the past 5 years in the main grain-growing region, but this year has also been hampered by the inability of farmers to tend their crops. The inflation rate in 2011 has doubled the 2010 rate, reaching 6 percent in July.

The Food Security and Nutrition Situation

12. The availability of basic food items in the market appears sufficient at this time. However, food prices have risen between 10-20 percent over the past year due to an import reduction, deterioration of the Syrian Pound (SYP) exchange rate to the United States dollar, reduction in agricultural production, security situation and growing demand during the month of Ramadan.² The changes in the overall market structure announced with the economic reforms have not resulted in a free and open market, thus increasing its high vulnerability to external shocks.
13. The current international sanctions include individual Syrian-owned businesses as well as the oil and banking sectors. It is predicted that these sanctions will have further negative impact on the economy and will result in reduced goods and services for the population.
14. For the first time since the onset of the unrest, the United Nations, in August, succeeded in obtaining access from the Government of Syria to assess needs in conflict-affected areas. The United Nations Humanitarian Mission, guided by the Director of the Office for the Coordination of Humanitarian Affairs (OCHA), visited

¹ United Nations Development Programme, Poverty in Syria, Damascus, 2005.

² The exchange rate in the market went from SYP 47.2 to above SYP 49.5-50.0 to US\$1



rural Damascus, Homs, Hama, Lattakia, Tartous and Edlib with a view to: (i) assessing the overall humanitarian situation and condition of basic social services; (ii) identifying initial assistance needs; and (iii) discussing modalities for regular access to the affected areas. The mission concluded that the country is not yet facing a general humanitarian crisis but there are pockets of humanitarian need that should be addressed. Important indicators, such as the economic slow-down and the localized isolation of communities, imply a need to monitor increasing vulnerability of the population.

15. Based on the recommendations of the United Nations recent mission, WFP will use the planning number of 50,000 beneficiaries in the identified areas with pockets of humanitarian need. The pockets of humanitarian need identified by the mission correspond to the areas affected by the military siege or by the heavy intervention of the security forces. People living in these areas have become very vulnerable due to loss of livelihoods or income,³ internal displacement, or return from asylum to find their homes and possessions destroyed. The majority of these families have stretched their available coping mechanisms and are now exposed to food insecurity. In addition, families hosting internally displaced persons are struggling to share their limited food resources.
16. In addition to the preliminary findings of the United Nations mission, local branches of the Syrian Arab Red Crescent (SARC) report that the affected population still has access to some bread and wheat flour along with small food reserves of vegetables, cooking oil and cheese. Their supplies, however, are limited to 25-30 percent of their daily needs. To date, on the basis of current available health indicators from the United Nations Children's Fund (UNICEF) and the Ministry of Health, there is so far no immediate concern for the nutritional status of children.
17. The earlier WFP emergency food security and nutrition assessment (EFSNA), conducted in October 2010, indicated that 14 percent of the rural population living in Edlib and 11 percent of those living in Hama were food-insecure.⁴ Considering that the food-insecure people identified by the EFSNA are those families whose livelihoods depend on agriculture and related activities concentrated in the areas affected by the military interventions or civil unrest, it is anticipated that these families' food security has further deteriorated since last year.
18. In addition, according to preliminary findings of the recent joint assessment undertaken by FAO, the Ministry of Agriculture and WFP, this year's agricultural production for the main crops (wheat, barley, chickpeas and cotton) will be below-average due to irregular and less than average rainfall. The poor harvest, added to the civil unrest in the agriculturally productive north-eastern region of the country, will increase the number of food-insecure people, particularly among those whose livelihoods depend on agriculture.
19. As soon as broader access is granted, a rapid emergency food security assessment will be undertaken in coordination with other United Nations agencies and counterparts, which will be used to further refine targeting and assistance.

Scenario

³ Loss of income or livelihood due to the arrest of their breadwinner, elimination or injury of their primary income earners, or had their crops burnt or lost their daily wage jobs.

⁴ Out of 1,744,000 living in Idleb and 1,575,000 living in Hama (mid-January 2010).



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20. The overall security situation in Syria remains tense with government security forces conducting military crackdowns on civilian protesters on one side, and protests increasing in number and spreading all over the country on the other. This EMOP is prepared with the expectation that the current level of unrest will continue through 2011. If the situation is prolonged and humanitarian requirements increase, WFP would consider scaling up this EMOP through a budget revision.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

21. The Government of Syria has not requested international humanitarian assistance and continues to regard the civil unrest as an internal matter. However, the Government has granted the International Committee of the Red Cross (ICRC) access to all areas of the country for protection and health interventions, and has requested the Syrian Arab Red Cross (SARC) to provide food and non-food assistance to the affected population. SARC, in turn, has asked WFP for support in addressing food assistance needs.
22. In light of the complex situation and guided by humanitarian principles and the outcome of the United Nations assessment in August, the United Nations Resident and Humanitarian Coordinator has requested WFP to prepare an emergency operation to provide food assistance in support of SARC in geographical pockets affected by civil unrest.

Policies, Capacities and Actions of Other Major Actors

23. WFP provided initial emergency assistance to households in the Dara'a under immediate response emergency operation (IR-EMOP) 200279. The Office of the United Nations High Commissioner for Refugees (UNHCR) and UNICEF have also provided some assistance to the population affected by civil unrest. Assistance to date has been delivered through SARC. UNHCR made an allocation of some food and non-food items for 10,000 families while UNICEF is delivering 10,000 hygiene kits.
24. The World Health Organization (WHO) and the United Nations Population Fund are giving direct support to the Ministry of Health by providing trauma kits and organizing trainings for health workers on psycho-social consultations.

Coordination

25. The 'United Nations Country Team (UNCT) Syria Contingency Plan Technical Group' has been created to act as a coordination forum for all operational agencies and has prepared a contingency plan for the civil unrest integrating all agency activities. The group holds weekly meetings and reports to the UNCT. The forum is also used for information-sharing and targeting of beneficiaries.



OBJECTIVES OF WFP ASSISTANCE

27. The objective of the EMOP is to provide food assistance to vulnerable households whose food and nutrition security has been adversely affected by the civil unrest.
28. Through this objective, the EMOP is aligned to WFP Strategic Objective 1 - Saving lives and protecting livelihoods in emergencies - and also contributes to Millennium Development Goal 1 - Eradicate extreme poverty and hunger.

BENEFICIARIES AND TARGETING

29. The proposed emergency operation will target affected people living in identified pockets of humanitarian need that demonstrate one or more of the following targeting criteria:
 - households staying in their location who have lost main source of income;
 - households that have been displaced;
 - households hosting a displaced family;
 - households that are women-headed; or
 - unaccompanied children.
30. The governorates of Dara'a, Deir Ezzor, Edlib, Hama, Homs, Lattakia and Tartos, as well as identified areas in rural and urban Damascus, will be targeted for food assistance.
31. The targeting will be carried out jointly by WFP and its cooperating partners in coordination with other agencies operational in the area. Assistance will be provided for three months, with a ration covering around 70 percent of the beneficiaries' daily requirements. Information from direct rapid assessments combined with ICRC/SARC reports will be used to further refine the geographic and household targeting criteria.

	Beneficiaries		
Activity	Male	Female	Total
General Food Distribution	22,500	27,500	50,000
Total	22,500	27,500	50,000

⁵ Exact figure will be subject to the assessment, as soon as access is granted.



NUTRITIONAL CONSIDERATIONS AND RATIIONS

32. In normal circumstances, households living in targeted governorates have multiple food sources from agriculture, livestock and local markets. While the current situation has reduced access for more vulnerable households, it is believed that some food from local production is available in geographical locations where the annual rainfall level is above 250 mm, i.e., Dara'a Hama, Hassakeh, Homs, Lattakia and Qamishly, and can therefore cover a portion (roughly 30 percent) of household needs for the lean period with pickled vegetables, olive oil and dairy products from home production.
33. Based on this assumption, the planned food assistance will contribute to the beneficiaries' daily needs with a ration that covers 70 percent of their daily energy requirements, i.e. 1,494 kcal. The 30-day ration per person will consist of 4.5 kg of rice, 3 kg of bulgur, 1.4 kg of chickpeas, 1 litre of oil, 1 kg of canned meat and 500 g of sugar.

TABLE 2: DAILY GENERAL FOOD RATION AND TOTAL REQUIREMENT			
Commodity Type	Daily ration <i>grammes/person/day</i>	Energy kcal	Total Requirements <i>(mt)</i>
Rice	150	540	690
Bulgur	100	350	460
Chickpeas	47	171	216
Vegetable Oil	33	292	152
Canned Meat	33	73	152
Sugar	17	68	78
Total	380	1,494	1,748
Total kcal/day		1,494	
% energy supplied from protein		10	
% energy supplied from fat		25.9	
Total number of feeding days		153	

IMPLEMENTATION ARRANGEMENTS

34. *Procurement:* The procurement plan foresees regional and local procurement, which will combine cost-effectiveness, availability of food items and short delivery time.
35. *Logistics:* Tartous will be the main port of entry for overseas shipments, as sufficient facilities and equipment are available. Lattakia port will be considered as a back-up in case Tartous port is not available. 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 warehouses.
36. WFP will make all necessary arrangements for adequate insurance on all shipments and will be responsible for customs clearance, discharge of vessels and/or containers, dispatch of primary land transport through WFP-contracted transporters from port of entry (Tartous and/or Lattakia), or point of entry at the Syrian borders to WFP extended delivery point (EDP) warehouses in Damascus and Aleppo or any new EDP that might be created during this EMOP.
37. WFP will handle all dispatch operations or secondary transportation from EDP to final distribution points as required, include handling, warehousing and inventory management, loading/off-loading, fumigation and stock-taking and reporting through WFP's Commodity Movement Processing and Analysis System (COMPAS).
38. Any remaining food stock balances at repackaging centres, final distribution points and other partner distribution centres will be reported to WFP each month.
39. All financial logistics obligations, i.e., for land transport, storage and handling (LTSH) for the downstream logistics activities (port operations, primary transportation, EDP operations, secondary transportation and distribution) will be the sole responsibility of WFP. This cost will be reflected in the LTSH matrix.
40. *Distribution and Partners:* Distributions will be through SARC, with the possibility of other cooperating partners to be determined as the situation evolves. The selection of additional partners will be made from different organizations such as international/national NGOs, civil society and/or local authorities. Their availability, operational capacity and experience in food assistance distribution will be taken into consideration during selection. Their performance will be evaluated and the feasibility of alternative partners assessed as required. Field-level agreements will be signed to govern all aspects of distribution. The cooperating partners will report on the number of beneficiaries receiving food assistance during each cycle with breakdown by age and gender, quantities of food distributed, and any losses or damage incurred during food handling.
41. *Transfer Modalities:* Depending on how the current situation evolves and the status of markets, WFP may be able to shift to a voucher transfers at a later stage, tapping into its experience using vouchers as a transfer modality in urban settings. This would involve registered beneficiaries exchanging their voucher for food, from specific "points of sale". The use of vouchers, if appropriate and feasible, will be subject to technical and needs assessments and would be formalized through an extension of the project and a budget revision.
42. *Environmental Impact:* No significant negative environmental impact is anticipated as a result of the EMOP's implementation.



PERFORMANCE MONITORING

43. Standard corporate indicators and project-specific outcomes, outputs and process indicators will be collected and analyzed by the country office monitoring team. The team will design a results-based management and monitoring system based on the logical framework (see Annex II) to ensure effective monitoring and to assess the impact of the food assistance provided. WFP's gender policy and protection issues for women and children will be considered in all M&E activities.
44. Monitoring will include beneficiary contact monitoring, with selection made from statistically representative samples covering at least 2 percent of the targeted communities. Post-distribution monitoring will be conducted jointly by WFP and partners, in accessible areas where distributions took place.
45. An emergency food security assessment (EFSA) will be undertaken as soon as access is granted to refine the analysis and examine the changes in vulnerability, nutritional status and coping mechanisms of the affected population. The results of the analysis and the EFSA will allow re-alignment of the EMOP with an appropriate adjustment of the ration, if needed.

HAND-OVER STRATEGY

46. In the current context, a hand-over of activities is not envisaged. However, if more stability and security are achieved during the EMOP's duration, WFP will advocate with the authority in place to integrate food assistance to people affected by civil unrest within available government social support and safety net programmes. Currently the Government is providing food assistance and subsidized basic food items to some vulnerable households and has removed import duties on basic food items.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

Hazard and Risk Assessment

Contextual Risks:

47. The continued military action and prolonged conflict, along with limited access in many parts of the country, may prevent WFP from providing food assistance on a timely basis.
48. WFP will constantly monitor the situation and engage with cooperating partners, ensuring access to beneficiaries with no delays in food delivery and distribution. Furthermore, the provision of assistance through food vouchers could potentially reduce risks to beneficiaries and partners.
49. The effect of international sanctions, insecurity and the deterioration of the economy will limit imports of food and fuel, among others, increasing the risk of further disturbance.
50. Border closure with neighbouring countries are likely to be temporary and irregular, considering the level of economic activities and benefits among these countries. WFP will use accelerated procurement procedures, mostly from the region, ensuring the



early arrival of commodities. Experience from other countries has shown that obtaining exemption for humanitarian activities is possible.

Programmatic Risk:

- 51. Targeting for WFP operations may be subject to pressure exerted by the authorities to assist people outside the targeting criteria for WFP beneficiaries.
- 52. A recent United Nations humanitarian mission was given all assurances of no government interference in the implementation of humanitarian activities. Accordingly, established criteria will be adhered to by partners and the international community. Continued and regular distribution and post-distribution monitoring will be undertaken to uncover any diversion or misuse of resources.

Institutional Risk:

- 53. While funding prospects are good, the lack of immediate and adequate funding remains a possible risk to meeting the needs of the targeted population under this EMOP.
- 54. Through regular reporting and advocacy in support of democracy, human rights and enhanced governance, the international community will be encouraged to support project activities.

SECURITY CONSIDERATIONS

- 55. Considering that it will not be easy to acquire information on the security situation on the ground, WFP Syria Security Office will be involved in conducting security assessment missions coordinated with United Nations Department of Safety and Security (UNDSS) prior to deployment of WFP staff. In order to do this, it will be vital to have adequate communications and security equipment available.
- 56. As the security situation is extremely dynamic and may deteriorate quickly, the country office may consider the use of armoured vehicles, as per a decision by the United Nations Security Management Team. A budget revision would be prepared to accommodate such needs and associated costs.
- 57. In this volatile situation, the relocation of WFP offices (especially for Damascus and Tartous) is being investigated as a preparedness measure. In this case, a budget revision would be prepared to accommodate related costs.

RECOMMENDATION

- 58. The Executive Director is requested to approve the proposed emergency operation Syria 200339 “Emergency Food Assistance to People Affected by Unrest in Syria” at a total cost to WFP of US\$2 million.

APPROVAL

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Josette Sheeran

Date:.....



ANNEX I-A

PROJECT COST BREAKDOWN			
Food⁶	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	1,150	494,500	
Pulses	217	249,550	
Oil and fats	152	240,008	
Mixed and blended food			
Others	231	385,440	
Total food	1,750	1,369,498	
Cash transfers			
Voucher transfers			
Subtotal food and transfers			1,369,498
External transport			83,761
Landside transport, storage and handling			144,277
Other direct operational costs			56,135
Direct support costs ⁷ (see Annex I-B)			213,040
Total WFP direct costs			1,866,711
Indirect support costs (7 percent) ⁸			130,670
TOTAL WFP COSTS			1,997,380

⁶ This is a national food basket for budgeting and approval. The contents may vary.

⁷ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

⁸ 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	12,843
International general service staff	
Local staff - national officers	2,509
Local staff - general service	17,000
Local staff - temporary assistance	26,420
Local staff – overtime	-
Hazard pay and hardship allowance	-
International consultants	1,380
Local consultants	-
Non staff HR: UNV	-
Commercial consultancy services	-
Staff duty travel	15,092
Subtotal	75,244
Rental of facility	2,620
Utilities general	875
Office supplies and other consumables	420
Communications and IT services	1,225
Equipment repair and maintenance	52
Vehicle running cost and maintenance	450
Office set-up and repairs	305
UNITED NATIONS organization services	0
Subtotal	5,947
Vehicle leasing	1,913
TC/IT equipment	18,540
Local security costs	111,396
Subtotal	131,849
TOTAL DIRECT SUPPORT COSTS	213,040



ANNEX II LOGICAL FRAMEWORK SUMMARY:		
EMOP 200339 EMERGENCY FOOD ASSISTANCE TO PEOPLE AFFECTED BY UNREST IN SYRIA		
Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
WFP STRATEGIC OBJECTIVE 1: Save lives and protect livelihoods in emergencies		
EMOP Objective: to reach vulnerable households whose food and nutrition security has been adversely affected by the civil unrest		
Outcome 1 Improved food consumption over assistance period for targeted emergency-affected households.	Outcome indicator: Household food consumption score Means of verification: Evaluation data on beneficiary food consumption, beneficiary contact monitoring, local market price survey.	<ul style="list-style-type: none"> ➤ Access to quality basic services (especially drinking water) provided by Government ➤ Civil unrest impeding access to food ➤ Negative impact of internationally imposed sanctions, causing shortage of food in the local market increasing cost of fuel prices, further cut of subsidies, etc.)
Output 1 Timely provision of food in sufficient quantity and quality to targeted beneficiaries affected by unrest.	Output indicators Actual beneficiaries receiving WFP food assistance as a percentage of planned beneficiaries by area and sex Actual mt of food distributed as a percentage of planned distributions by commodity Means of verification: Programme monitoring data through food aid monitors and implementing partner.	<ul style="list-style-type: none"> ➤ Difficulty in assessing the needs due to lack of access to affected populations. ➤ Port clearance on imported food might be complicated by the authority ➤ Complete food basket not available on time in terms of quantity and kind ➤ Continuous supply, transport and distribution of predetermined commodities by the implementing partner

ANNEX III - LIST OF ACRONYMS

COMPAS	Commodity Movement Processing and Analysis System
EDP	extended delivery point
EFSA	emergency food security assessment
EFSNA	emergency food security and nutrition assessment
EMOP	emergency operation
FAO	Food and Agricultural Organization of the United Nations
GDP	gross domestic product
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IR-EMOP	immediate response emergency operation
LTSH	landside, transport, storage and handling
M&E	monitoring and evaluation
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs (United nations)
SARC	Syrian Arab Red Crescent
SYP	Syrian Pounds
UNCT	United Nations Country Team
UNDSS	United Nations Department for Security and Safety
UNICEF	United Nations Children's Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
WHO	World Health Organization
WFP	World Food Programme



ANNEX IV – MAP

