

# BUDGET INCREASE TO EMERGENCY OPERATION 200433

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

**Start date: 01/07/2012**

**End date: 31/12/2015**

**New end date: 31/12/2016**

Total revised number of beneficiaries	1,706,150		
Duration of entire project	54 months		
Extension/Reduction period	12 months		
Gender marker code			
WFP food tonnage	80,556		
Cost (United States dollars)			
	Current Budget	Increase	Revised Budget
Food and Related Costs	122,493,535	9,182,317	131,675,852
Cash and Vouchers and Related Costs	2,065,872,249	454,155,491	2,520,027,740
Capacity Development & Augmentation	1,523,548	1,738,154	3,261,702
DSC	146,808,431	32,827,682	179,636,113
ISC	163,568,843	34,853,256	198,422,099
Total cost to WFP	2,500,266,607	532,756,900	3,033,023,507

## NATURE OF THE INCREASE

1. This budget revision (BR) to emergency operation (EMOP) 200433, which responds to the regional refugee emergency resulting from the crisis in Syria, will:
  - Extend the operation in time, one year from 1 January to 31 December 2016, to permit continued humanitarian response while country-level strategies and successor operation(s) are prepared in line with WFP's recently initiated "vision 2020" for Syria + Five.
  - Decrease the overall number of beneficiaries, -through a more restrictive vulnerability-based targeting and verification exercises, from a planned 2,103,019 in 2015, to 1,706,150 in 2016, of which 49.7 percent are male and 50.3 percent are female.
  - Adjust the value of the transfers provided by WFP, in line with the updated market value of the food basket to be provided in each country.
  - Introduce an unrestricted cash modality to complement restricted cash (e-vouchers), beginning in Jordan and Lebanon.
  - Integrate gender-sensitive activities to mitigate the impact of the protracted refugee crisis on vulnerable national populations (in Lebanon).
  - Integrate gender-sensitive activities to build national capacity to manage crisis and risk (in Lebanon, Iraq and Turkey).
  - Expand or introduce support for school meals (in Jordan and Lebanon, respectively).
  - Invest in monitoring and evaluation capacities, especially as countries partially transition toward unrestricted cash transfers as a modality.
  - Build, compile and share evidence on trends in Syrian refugees' food security, the economic impact of WFP's work, the nutrition impact of refugees' protracted displacement, and value for money of different transfer modalities. This BR will further strengthen WFP's gender

analysis and enable gender sensitive activities design, implementation and monitoring.

The impact on the project budget is:

- Food requirements increased by 9,049 mt valued at US\$ 7.8 million
- Voucher budget increased by US\$ 432.9 million.
- Capacity Development & Augmentation (CD&A) budget increased by US\$ 1.7 million
- Direct support costs (DSC) increased by US\$ 32.8 million.

2. This revision will increase the overall EMOP budget from US\$ 2.5 billion to US\$ 3.03 billion.

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## **JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE**

3. The war in Syria rages on with increased intensity and with ever more uncertain unpredictable outcomes. The crisis is clearly now protracted, but the scope for long-term programming remains limited for a number of reasons. A political solution is held hostage to the dynamics of war and a complex combination of regional and national agendas that ignite the conflict along communal, religious and sectarian lines. Every day, as the prospect of peace remains out of sight the humanitarian impact of the crisis worsens.
4. Currently, refugees have very limited scope for sustainable return to their places of origin. Recent assessments (CFSME, VASyr etc.) indicate, food security is not improving amongst the refugees; if anything, it is worsening in a dramatic way. At the same time, the humanitarian funding is woefully inadequate as donors are struggling to cover the needs within the framework of the existing humanitarian aid budgets, further exacerbating food insecurity and vulnerability.
5. The kind of longer-term interventions that potentially could help create outcomes that would justify a scale back of humanitarian programmes are simply not materializing. Host governments are increasingly reluctant to establish policies and facilitate interventions that would allow refugees to attain an increased level of self-sufficiency. Most refugees do not have legal access to employment and remain dependent on assistance, which at recent levels has seen the increasing use of negative coping strategies. In an environment of mounting Islamic fundamentalism and terrorist threats, this is alarming.
6. Given that the majority of interventions in 2016 will continue to be humanitarian in nature with the overall operational context unchanged, this budget revision gives regional country offices adequate time to: conduct proper consultations with all stakeholders, in particular respective national authorities, to develop strong strategies; develop medium-term, country-specific response strategies; and to plan for successor operations. The budget revision will also allow for the EMOP to have control over all available resources, rather than going through project closure and resource transfer.

### **Summary of Existing Project Activities**

7. Through EMOP 200433, WFP has responded to the needs of millions of Syrian refugees in Jordan, Lebanon, Iraq, Turkey and Egypt, saving lives and protecting livelihoods in a complex operational environment. The response to the Syria crisis is significant for its magnitude, concentration in middle-income countries (MICs), and WFP's wide-scale use of

electronic food vouchers.

8. Vulnerability based targeting was a priority for WFP country offices in 2015. Targeting and verification resulted in a reduction of over 500,000 beneficiaries during the year - nearly 30 percent of WFP's planned caseload.
9. Significant resource shortfalls since January 2015 obliged WFP to reduce the value of transfers given and support fewer refugees than those known to be vulnerable. The overall value of vouchers was reduced by approximately 30 percent regionally, and at one point nearly 400,000 people who required WFP assistance did not receive it.
10. All activities under the EMOP align with WFP Strategic Objective 1: save lives and protect livelihoods in emergencies, as well as with the inter-agency Regional Refugee and Resilience Plan (3RP), coordinated by the United Nations High Commission for Refugees (UNHCR) and the United Nations Development Programme (UNDP), and the various national response plans<sup>1</sup>.
11. WFP closely monitors, analyses and reports on food security outcomes, implementation processes and market prices.

#### *Summary of activities by country in 2015*

12. Significantly fewer people were reached in 2015 than planned, due to i) fewer refugees being registered than expected, due in part to restrictions on refugees' entry into host countries enforced during 2015, and ii) the scaling-up of vulnerability-based targeting.

#### **Jordan**

13. WFP planned to provide food assistance through e-vouchers to 602,000 registered refugees living camps and communities by the end of the year. 85 percent of refugees in Jordan live in communities. WFP reached about 530,000 beneficiaries monthly throughout 2015, including some 95,000 refugees living in camps. Resource shortfalls in September forced a temporary reduction to 306,000 beneficiaries, many of whom were reinstated in October.
14. Assistance to refugees living in communities has been targeted since October 2014, based on inter-agency, multi-sectoral vulnerability assessment<sup>2</sup> data. In April 2015, 90,000 refugees found to be food secure or no longer present in Jordan were removed from WFP's registers. The same month, tiered targeting was instituted. With a tiered approach, WFP assisted 211,000 extremely vulnerable refugees with a full food basket transfer value, and 229,000 vulnerable refugees with a lower transfer value. Due to resource shortfalls, WFP only able to assist the 211,000 in September. WFP was able to provide assistance only to the refugees living in the camps (95,000) and most vulnerable 211,000 in the communities.
15. WFP Jordan also provided welcome meals for new asylum-seekers at transit centres, where they are registered. WFP distributed date bars as a school snack in all schools in Za'atri camp and informal schools in Azraq camp.

#### **Lebanon**

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<sup>1</sup> The national plans are: the Lebanon Crisis Response Plan 2015-16 (LCRP); the Jordan Response Plan 2015-16 (JRP) and the National Resilience Plan (NRP) 2014-16; and the 3RP Country Plans for Egypt, Turkey and Iraq.

<sup>2</sup> The assessment addresses gender considerations in the specific needs – negative coping mechanisms, protection and education components.

16. WFP planned to provide food assistance to 971,648 registered refugees living in community settings through e-vouchers. There are no refugee camps for Syrian refugees in Lebanon. WFP assisted 925,000 people in March, and about 800,000 per month thereafter. In September, WFP assisted 655,000 refugees - a reduction driven primarily by resource shortfalls. Among those assisted are approximately 20,000 Palestinian Refugees from Syria (PRS), whom WFP assisted jointly with United Nations Refugee Works Agency (UNRWA).
17. Assistance has been targeted since late 2013 (based on a demographic criteria) and, from April 2015, based on inter-agency, multi-sectoral vulnerability assessment data. Tiered targeting was not implemented in 2015 due to the lengthy process of household assessment, ongoing as of October 2015<sup>3</sup>. Tiered targeting will begin in January 2016.
18. WFP Lebanon provided technical assistance to the Ministry of Social Affairs to implement their emergency National Poverty Targeting Programme (NPTP), through which vulnerable Lebanese receive assistance through e-cards. WFP supported 27,000 vulnerable Lebanese through the NPTP for one month.

### **Iraq**

19. WFP planned to provide food assistance to 140,000 registered refugees living in nine camps. 60 percent of Syrian refugees in the Kurdistan Region of Iraq (KR-I) live in communities. WFP assisted over 100,000 people monthly until August, when vulnerability-based targeting began, reducing WFP's caseload by more than 50 percent.
20. Tiered targeting has been implemented since August 2015, following completion of an inter-agency food security and vulnerability assessment. As a result, 532 extremely food insecure refugees received a full food basket transfer value, while 37,115 moderately food insecure refugees received a lower transfer value. Since October 2015, assistance was provided through paper vouchers in camps.

### **Turkey**

21. WFP planned to provide food assistance to 300,000 registered refugees living in and out of camps. 87 percent of Syrian refugees in Turkey live outside of camps. WFP reached 150,000 refugees living in camps per month during 2015. Previous support to refugees in nine camps was handed over to the government. As of October, WFP assisted 20,000 refugees living outside of camps. By December, WFP expects to reach up to 50,000 beneficiaries, as vulnerability assessment progresses.
22. Targeting of camps followed government requests for support. Vulnerability-based targeting was not carried out within camps. In communities, WFP focused on identifying and assisting the most vulnerable refugees in four provinces. All refugees assisted by WFP received a standard amount of assistance, which is less than a full food basket but which is harmonized with Government assistance provided to vulnerable nationals.

### **Egypt**

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<sup>3</sup> The household assessment includes gender-related questions, concerning the gender of the interviewed household member, gender of the Head of HH etc. As the household questionnaire is a multi-sectoral questionnaire looking 8 different sectors (including WASH, shelter, food security, basic needs, health, education, protection, livelihoods), there is extensive information provided to capture any gender-specific issues within the household.

23. In Egypt, WFP planned to provide food assistance to 89,371 registered refugees in five major urban areas. This number included approximately 4,000 PRS, whom WFP assisted jointly with UNRWA. WFP reached close to the planning number until resource shortfalls forced reductions. From July, WFP reduced beneficiaries assisted each month, down to 55,000 in September. Progress in biometric verification of refugees, by UNHCR, contributed to reductions in total numbers of refugees reached.
24. An inter-agency, multi-sectoral socio-economic assessment will conclude in late 2015. Assistance was provided in most places through electronic vouchers, with 85 percent of beneficiaries using e-cards, and the remaining 15 percent using paper vouchers.

## **Conclusion and Recommendations of the Re-Assessment**

### *Context*

25. Neighbouring countries to Syria are hosting over 4 million displaced Syrians continuing their efforts to provide basic services to both refugees and host populations. The extent of the crisis in terms of the duration and the number of refugees challenges the socio-economic infrastructure of these countries.
26. Overall, with the general exception of refugees living in KR-I and in camps in Turkey, refugees' food security has worsened, without improved prospects for durable solutions or self-reliance. This is mainly due to host governments' reluctance and inadequate resource flows to facilitate interventions that would allow refugees to attain an increased level of self-sufficiency.
27. Investments in longer-term, development-oriented efforts that could permit a scale-back of humanitarian programmes have not yet materialised. There is no alternative platform in place for the primary life-saving food assistance that WFP currently provides.

### *Structure of the WFP response*

28. Effective 1 June 2015, WFP made changes to the structure of response to the Syria crisis. The Regional Emergency Coordinator's Office (REC) was replaced with an Amman Liaison Office (ALO), transferring capacity to the country offices and oversight functions to the Regional Bureau in Cairo. The ALO retains sufficient capacity to ensure cost-efficient continued operational and inter-agency support.

### *Food security*

29. Food insecurity in the urbanized, market-oriented contexts of the refugee-hosting countries is mainly related to economic vulnerability. Households' inability to access sufficient food, or the right foods (especially for sub-groups with particular nutritional needs, such as young children and pregnant and nursing mothers), is correlated with poverty linked to unemployment, low wage rates and a lack of assets. WFP constitutes the main source of income for the majority of Syrian refugee households in Jordan and Lebanon.
30. While WFP assistance has effectively assured beneficiaries' food security, it is clear that many of them cannot absorb its reduction or loss. Rapid surveys in Jordan, Lebanon and

Egypt have shown a direct, negative impact of WFP's transfer reductions on food consumption and coping strategies.

31. In **Jordan**, Syrian refugee families living in host communities have become more vulnerable over the past year<sup>4</sup>, with 85 percent of households either food-insecure or vulnerable to food insecurity (37 percent more than in 2014); 68 percent of households living below the poverty line (24 percent more); and 67 percent of households resorting to crisis and emergency coping measures due to insufficient resources to buy food (32 percent more). Some of this deterioration is attributable to the impact of the forced reductions in numbers of people assisted by WFP and the voucher value, which affected refugees living in host communities.
32. In **Lebanon**<sup>5</sup>, the food security situation of Syrian refugees has significantly worsened since 2014, with 89 percent of households food-insecure to some degree (14 percent more than in 2014, and with a doubling in the proportion of the moderately food insecure); 70 percent living below the poverty line (21 percent more); and 61 percent of households resorting to crisis and emergency coping measures (33 percent more) due to insufficient resources to buy food. As in Jordan, some of this deterioration may be attributed to the reduction of WFP's transfers during 2015.
33. In **Iraq**<sup>6</sup>, the food security situation of Syrian refugees is fairly stable, with 71 percent of households food-insecure or vulnerable to food insecurity<sup>7</sup>. Reductions in the WFP voucher value in December 2014 and early 2015 did not lead to a significant deterioration in food consumption; 100 percent of households were able to meet their full food energy needs<sup>8</sup>. This capacity to access food is attributed to paid employment, which is the primary income source for most refugees<sup>9</sup>. Decreasing employment opportunities (due to increased competition for employment and decreased economic investment, owing to a concurrent IDP and security crisis), are of concern as they threaten the food security of the marginally food-secure refugee households, who form the majority in camps.
34. In **Turkey**<sup>10</sup>, the food security situation of Syrian refugees in the eleven camps covered by WFP assistance is stable, with high levels of acceptable food consumption (95 percent) and dietary diversity, and no significant change in adoption of coping strategies. In these camps the government is cost-sharing the value of the food transfer to Syrian families and has covered WFP funding gaps as required, thereby ensuring stable levels of assistance to refugees. The majority of Syrian refugees reside outside of camps, and only limited information is available regarding their food security status. Ongoing assessment of refugees living in communities by WFP and government shows high levels of vulnerability.

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<sup>4</sup> Jordan data are from the May 2015 Comprehensive Food Security Monitoring Exercise (CFSME) by WFP and the research firm REACH.

<sup>5</sup> Lebanon data are from the 2015 Vulnerability Assessment of Syrian Refugees (VaSyR) by WFP, UNHCR and UNICEF.

<sup>6</sup> Iraq data come from the April/May 2015 WFP/UNHCR food security assessment for camp refugees.

<sup>7</sup> Approximately one percent of refugees are moderately food insecure, and less than 0.1 percent are severely food insecure. The rest of the 70 percent are 'marginally food secure' and therefore vulnerable to food insecurity.

<sup>8</sup> The April/May assessment found that 100 percent of refugees were still able to meet their food needs, although WFP's post-distribution monitoring in June found a slight increase in poor and borderline food consumption scores, which could be attributed to the reduction in the voucher value.

<sup>9</sup> Unlike in the other countries in the region, Iraq provides most Syrian refugees with residency permits, allowing them legal access to employment even while residing in camps. The findings of the Joint Assessment Mission conducted in June 2014 found that household income is the main factor determining the diversity, quality and quantity of the diet.

<sup>10</sup> Turkey data come from WFP's first quarter monitoring report.

35. In **Egypt**<sup>11</sup>, the majority of Syrian refugees have acceptable food consumption scores, with only 9 percent in the borderline/poor category; dietary diversity is also stable. Families have however adopted more severe coping strategies throughout 2015 in order to maintain their access to food, presumably as a result of the reductions in the value of the WFP transfer since January, coupled with food price inflation. Following reductions in the numbers of refugees assisted, WFP carried out a survey to gauge the impact of exclusion from assistance on former beneficiaries' food security levels<sup>12</sup>. The survey found major drops in food consumption levels following exclusion. WFP assistance was found to constitute the main source of income for 96 percent of the refugees surveyed, and nearly all of those who were excluded between July and September have appealed their exclusion.
36. Anecdotal evidence from UNICEF suggests half of Syrian refugee children are out of school, due to multiple factors including household poverty. There is worrying evidence that the crisis in education is contributing to an epidemic of child labour, including in some of its most exploitative forms. Those without access to education include many adolescent girls, the majority of whom want to go to school, and see education and skills as potent remedies for many of the challenges, including protection challenges, they face. Without education, recovery from the conflict is a remote possibility, and a 'lost generation' is a very real risk. The numbers of refugee schoolchildren are straining national public education institutions. In Lebanon, there has been some a decrease in the quality of education due to over-stretched teachers and over-crowded facilities, as well as in nationals' enrolment.
37. Gender disaggregated analyses are undertaken based on monitoring. These include differences between women's and men's utilization of vouchers and decision-making on the use of assistance and differences between women and men in food consumption, dietary diversity and coping strategies. E.g., analysis shows that women adopt consumption-based coping strategies, e.g. limiting their food intake, more frequently compared to men. WFP has further emphasised protection-related concerns and understanding the impact of the crisis on women, men, girls and boys, including adoption of safe distribution principles, like priority in line for vulnerable beneficiaries, culturally appropriate actions such as segregation of males and females at distribution points (where paper vouchers are still in use) and the use of female security guards in female waiting areas.
38. Based on these lessons learned and in view of the forecasted resource flows, the current extension also focuses on the expansion of vulnerability-based targeting, with due gender considerations; developing appropriate monitoring and evaluation capacities (especially as countries partially transition toward unrestricted cash); and developing structures for the efficient collection and use of evidence.

### *Nutrition*

39. Global Acute Malnutrition (GAM) was below five percent among refugees in all countries, and was generally considered to be acceptable at the time of the most recent large-scale nutrition surveys (in 2013 and 2014), at less than two percent<sup>13</sup>. Continuous food assistance largely contributed to low levels of acute malnutrition among refugee households.
40. The presence of aggravating factors such as unpredictable income levels of families,

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<sup>11</sup> Egypt information on consumption and dietary diversity comes from WFP's second quarter monitoring report.

<sup>12</sup> 'Impact of the Cut of Assistance on Syrian Refugees in Egypt', August-September 2015, WFP.

<sup>13</sup> WFP, 'Nutrition Update for Syria and Surrounding Countries', September 2014

reductions in WFP assistance, poor living conditions of some of the refugees and increasing difficulty in accessing health services means that nutritional status could well be affected in future. In Lebanon, only one in ten Syrian refugee children reach minimum diet diversity levels, and children aged 12-17 months have less diverse diets than they did a year ago<sup>14</sup>.

41. Micronutrient deficiencies (including anaemia) and poor infant and young child feeding practices warrant attention in most countries and have not been addressed at scale.

### *Evolution of national responses*

42. The 3RP and associated national plans offer consolidated frameworks for addressing refugee protection needs, the humanitarian needs of the most vulnerable, and the longer-term socio-economic impacts of the Syria crisis on neighbouring countries. The plans reflect an increased national focus addressing needs of vulnerable host populations alongside refugees' needs, and unanimously suggest that national resilience depends on the strengthening of national systems, including social protection systems. WFP country offices are already engaging with four of the five governments (not yet Turkey) on social protection and safety nets, primarily in terms of system-building and direct provision of safety nets, with strategic partners such as the World Bank. Only in Lebanon is this engagement carried out under the regional EMOP. Support to government on national safety nets for crisis response in Turkey is planned for in 2016 under this budget revision.

### *Markets*

43. A retail study by WFP in the first half of 2015 recommended action by WFP in Jordan and Lebanon to leverage its position as a large source of revenue for many shops to provide additional benefits (promotions, discounts, loyalty services, higher shop density, nutrient rich/fortified foods) for Syrian customers. A Retail Engagement Plan, being developed jointly by WFP and industry experts in late 2015, analyses refugee purchasing patterns and prices and enables WFP to negotiate for discounts and lower prices for the users of WFP assistance. Shops in Jordan's Za'atri camp have realized a ten percent price reduction since the beginning of the Plan.
44. A further study of the economics of food assistance in Lebanon confirmed that market conditions provided scope to test unrestricted cash transfers in combination with e-vouchers. The study noted that testing this modality would require an appropriate monitoring system to ensure accountability for expected food security outcomes as well as protection.

### *Lessons learned*

45. Key findings of an independent evaluation of the Syria crisis response, published in 2015, are taken as lessons learned for the current budget revision. Firstly, forward planning and targeting began late in the response. The development of medium-term response strategies was seen as a priority, and should include the expansion of vulnerability-based targeting. Secondly, there was a need for greater attention to capturing learning and innovation. Thirdly, high turnover meant a lack of sustained capacity for M&E. The BR also incorporates funds for the additional assessments needed to prepare new, successor operations to EMOP 200433. These assessments include new, structured gender as well as conflict analysis.

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<sup>14</sup> VaSyr draft results, 2015.





## Purpose of Extension and Budget Increase

### *Purpose of extension*

46. WFP recognizes the need for more integrated (refugee and national, humanitarian and development) responses and for the broadening of traditional, year-on-year humanitarian planning horizons.
47. The budget revision incorporates the consultations, food security, nutrition and gender analyses and investments required to develop successor operations that will be presented to the November 2016 Executive Board for approval.

### *Focus and expected outcomes of the budget revision*

48. The BR aims to meet the urgent food and nutritional needs of Syrian refugees in Jordan, Lebanon, Iraq, Turkey and Egypt whose food security has been adversely affected by their displacement from Syria. The BR will also pilot activities to mitigate the crisis impact on targeted vulnerable host populations (in Lebanon); support governments to manage crisis and risk (in Lebanon, Iraq and Turkey); and build evidence for programme design, learning and advocacy. Wherever feasible, gender considerations in the pilot activities' project design and implementation will be ensured.
49. The current budget revision and extension of the EMOP gives the five countries time to develop medium-term and country-specific response strategies, and to plan for successor operations; it emphasizes the expansion of vulnerability-based targeting; it invests in M&E; and it structures the collection and use of evidence.
50. This focus directly supports WFP's overall, medium-term goal in the region<sup>15</sup>, to ensure that affected populations and host countries are able to cope with - and when possible recover from - the impact of the Syria crisis, by preserving food security, good nutrition, human capital and social cohesion.
51. Expected outcomes are:
  - Outcome 1.2, improved food consumption over the assistance period for targeted households;
  - Outcome 1.3, improved access to basic services and/or community assets (Jordan, Lebanon and Iraq); and
  - Outcome 1.4, national institutions, regional bodies and the humanitarian community are able to prepare for, assess and respond to emergencies (measured for Lebanon only).

Cross-cutting results include: gender equality and empowerment improved; WFP assistance delivered and utilized in safe, accountable and dignified conditions; and food assistance interventions coordinated and partnerships developed and maintained.

### *Implementation strategy*

52. WFP's strategy is to provide targeted, life-saving humanitarian assistance to the most vulnerable households where alternative safety net channels do not yet exist at scale, at the

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<sup>15</sup> A 'Regional Strategic Plan for the Syria Crisis Response', covering the five refugee-hosting countries of EMOP 200433, was endorsed by the Strategic Review Panel in June 2015.

same time leveraging its massive humanitarian weight to advocate for and support the development of more sustainable solutions, including the scaling up by development actors responsible for supporting the health, education and livelihoods sectors.

53. By the end of 2016, WFP will reach 1,706,150 beneficiaries. This is a reduction of almost 400,000 compared to the planned figure in 2015, and is premised on the assumption that the overall number of Syrian refugees in the five countries will remain relatively stable, and that the proportion of those needing WFP assistance will be comparable to that assessed in mid-2015.
54. The response strategy will continue to uphold the principle of ‘do no harm’ by ensuring that protection and gender considerations are mainstreamed in the design, implementation and monitoring of the proposed activities. The food security sector will work closely with protection actors to facilitate efforts by the latter to address specific cases and to mitigate sexual- and gender-based violence, child labour and other protection concerns.

Table 1: Refugee planning figures				
Country	Expected number of refugees under 3RP (December 2015)	BR14 planning figures (December 2015)	Expected number of refugees under 3RP (December 2016)	BR16 planning figures (December 2016)
Jordan	700,000	602,000	630,000	530,000
Lebanon	1,500,000	971,648	1,078,338	781,773
Iraq	250,000	140,000	250,000	73,500
Turkey	1,700,000	300,000	2,750,000	250,000
Egypt	95,500	89,371	107,000	70,877
<b>Total</b>	<b>4,270,000</b>	<b>2,103,019</b>	<b>4,815,338</b>	<b>1,706,150</b>

### *Evidence-based targeting*

62. WFP is committed to ensuring efficiency through evidence-based targeting of the most vulnerable refugees. Vulnerability-based targeting has been introduced in all five countries. Updated assessment data combined with modelling now permit WFP to distinguish between ‘extremely vulnerable’ and ‘vulnerable’ refugees in all countries except Turkey, as well as to identify and exclude refugees who do not require food assistance.
63. Tiered targeting will be done in three countries.<sup>16</sup> With a tiered approach, WFP will provide a transfer value equivalent to 100 percent of a full food basket to extremely vulnerable refugees, and 50 percent (70 percent in Lebanon) to vulnerable refugees (see Table 4).
64. The quality of targeting will be ensured through the regular updating of assessment data,

<sup>16</sup> Tiered targeting will not be applied in Turkey, where the Government prioritizes giving the same ration to all eligible populations. In Turkey, WFP will focus on supporting the most vulnerable of these populations, identified geographically in eleven specific camps and, initially, four provinces. Targeting outside of camps will follow demographic and economic criteria (methodology is being refined in late 2015). Tiered targeting is also not envisaged in Egypt, where the majority of refugees, including all those to be assisted by WFP, fall into the ‘extremely vulnerable’ category.

verification, mechanisms to address errors, and monitoring. Established mechanisms that exist for identifying and redressing exclusion errors (including telephone and SMS ‘hotlines’) will continue to be used along with post-distribution and outcome monitoring.

65. Targeting models vary across countries<sup>17</sup>, but targeted groups share some common characteristics. The following statements are true in general. Extremely vulnerable households have significant food consumption gaps in the absence of WFP support, evidence irreversible coping strategies, and spend a very high proportion of household income on food. Vulnerable households have moderate food consumption gaps in the absence of WFP support, may adopt detrimental coping strategies, and spend a high proportion of household income on food. Demographically, female-headed households, particularly those headed by widows, tend to be vulnerable to food insecurity, as do those with ill or disabled members, uneducated household heads, and many children and elderly members.
66. In 2016, vulnerability-based targeting will be expanded (in host communities in Turkey and Iraq, and through continued advocacy for the introduction of vulnerability-based targeting in camps in Jordan) and refined (through econometric modelling in Turkey and Iraq and methodological changes in Lebanon).
67. In all countries, WFP will continue to contribute to coherence and efficiency of the overall humanitarian response through budgeted support for inter-agency, multi-sectoral and gendered vulnerability analysis and targeting frameworks.

#### *Country-specific implementation*

##### **Jordan**

68. Operational changes: WFP will continue to advocate for the introduction of vulnerability-based targeting within as well as outside of camps, and will maintain vulnerability-based and tiered targeting in communities. The high levels of food insecurity in Azraq may necessitate a review of assistance levels in 2016. Transfers will be provided in the form of e-vouchers and unrestricted cash, to be progressively introduced. WFP will continue to offer the OneCard platform to all humanitarian and development actors.
69. Welcome meals for new arrivals will be provided in kind. As well, fresh bread will be provided daily to refugees living in camps.
70. The initial phase of the initiative to introduce biometric verification of refugees when purchasing at camp supermarkets using the WFP e-card will be completed in March 2016. WFP will roll out biometric verification to all community shops in addition to those in the camps, during 2016.
71. The provision of school snacks will expand in Za’atri and Azraq camps, where new schools have opened for the 2015/2016 academic year. Support for school meals in Jordanian national schools, which some Syrian refugee students also attend, is supported by WFP Jordan through a separate operation.
72. Capacity to track and analyse beneficiary spending will be scaled up in 2016. WFP will ensure that digital data is received from all shops receiving WFP e-cards. Digital data about

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<sup>17</sup> All countries have sought a balance between categorical, observable targeting criteria, multi-sectoral vulnerability assessment and economic parameters. Countries have refined and adjusted their targeting approaches to accommodate the competing demands of time- and cost-efficiency and responsiveness to refugees’ changing circumstances.

beneficiaries' use of WFP assistance will i) support WFP efforts to negotiate lower prices for beneficiaries, and ii) enable WFP to create a nationwide database to analyse the consumption behaviour of Syrian refugee customers over time.

73. Key assessments to be undertaken in collaboration with Government and partners include: the 2016 Comprehensive Food Security Monitoring Exercise, the 2016 study of the economic impact of the WFP assistance programme, and action research to compare and evaluate the efficiency and effectiveness of different transfer modalities implemented in 2016.
74. Jordan will be a pilot country for WFP's country strategic plan approach, beginning in 2017. Analysis and planning during 2016 will be directed at supporting WFP's move towards a coherent overall country response to the impact of the Syria crisis, and more broadly in support of Jordan's efforts to achieve the Sustainable Development Goals and Zero Hunger.

### **Lebanon**

75. Operational changes: WFP will introduce, when appropriate, a tiered approach to assistance which when applied will provide a full ration to extremely vulnerable households and a 70 percent ration to vulnerable ones. Transfers will be provided in the form of e-vouchers and unrestricted cash, to be progressively introduced. WFP will continue to act as a service provider for agencies implementing cash-based transfers through the WFP e-card platform, and offer the platform for use by humanitarian and development actors<sup>18</sup>.
76. WFP will continue providing food assistance to approximately 21,000 Palestinian Refugees from Syria through a partnership with UNRWA, at the UNRWA rate of US\$ 27 per month.
77. WFP will continue to support the Government of Lebanon to manage crisis and risk by providing technical support to NPTP. WFP will provide technical assistance for management and monitoring of the food voucher programme<sup>19</sup> and monitoring the food security of vulnerable Lebanese. To support the Government in alleviating the impact of the Syrian conflict on the Lebanese population, the World Bank and UNHCR will implement a temporary food voucher programme for close to 30,000 vulnerable Lebanese, who fall below the poverty line and have been affected by the Syria crisis. WFP will contribute to this directly (in the form of food assistance delivered through the e-card) if funds are earmarked for the purpose, as was the case in 2015.
78. A school meals programme will be piloted in Lebanese public schools hosting Syrian refugees. WFP will target approximately 4,800 vulnerable Lebanese and Syrian children at eight schools in selected communities with high poverty and refugee density. The school meals pilot responds to the evidence that, even where space is available for Syrian children in schools, many fail to enrol, or drop out, for a number of reasons including household poverty. Increased levels of drop-out among Lebanese children have also been reported. The purpose of the school meals initiative is to attract pupils to enrol, and remain, in school. The effectiveness of the pilot will be evaluated during 2016.
79. Work done in 2015 and early 2016 to develop WFP Lebanon's strategy for shop management and supply chain optimization will lead to implementation of recommendations during 2016. Activities may include expansion of digital data collection capacities in

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<sup>18</sup> The WFP e-card platform currently has three users: the Lebanese Cash Consortium of NGOs, World Vision and the NPTP.

<sup>19</sup> The Government of Lebanon has elected to use an e-voucher modality for delivery of food assistance to its own population, similar to the WFP OneCard used for refugees.

Lebanese shops or other investment in developing the management capacity and efficiency of the small-scale retail sector. The overall objective will be to lower prices for shoppers and thereby increase the value to beneficiaries of the WFP transfer provided.

80. WFP will undertake activities in 2016 to mitigate the crisis' impact on targeted vulnerable national Lebanese. In collaboration with FAO, WFP will work to improve the productivity of small-scale poultry suppliers and link them to retailers used by refugee shoppers. These are intended to strengthen the livelihoods of crisis-affected Lebanese smallholders, while contributing – along with the supply chain work - to an efficient retail sector. WFP will also work with other national and international partners to identify appropriate resilience type programmes for both vulnerable Lebanese and Syrian refugees to promote collaboration, peace building and development at the community level.
81. Key assessments to be undertaken in collaboration with the Government of Lebanon and partners include: an evaluation of the school feeding pilot; a Comprehensive Food Security Vulnerability Analysis and a SMART Nutritional Survey.

### **Iraq**

82. There has been increased demand for WFP to assist the most vulnerable among the 60 percent of Syrian refugees living in communities, through an assessment and targeting approach consistent with that carried out in 2015 in the camps. WFP expects to do an assessment together with UNHCR and other partners at the end of 2015, following which assistance to vulnerable refugees in host communities will begin during the first quarter of 2016, subject to the availability of funding. Support for 18,000 refugees living in communities is included in the budget revision.
83. Implementation of WFP's System of Cash Operations (SCOpe) is a priority for the Iraq Country Office in 2016, and will lay the groundwork for an expected shift from paper to electronic vouchers during the year. One camp in Anbar province, currently inaccessible, will receive food in kind if access is possible.
84. Communication with and feedback from affected populations about the delivery of food assistance will be enhanced through hotlines, consultative forums with refugee representatives and other interest groups.
85. To mitigate the crisis' impact and build resilience, WFP will advocate for the inclusion of livelihood activities in the 2016 3RP for refugees and host communities. Possible activities include food assistance for training and food assistance for assets to enhance agricultural livelihoods (jointly with FAO) or improve environmental protection.
86. WFP will work to support national capacity to manage crisis and risk, in two ways. First, WFP will systematically explore options for the incorporation of the Syrian refugee population into the ongoing national Public Distribution System for provision of food entitlements, as one potential sustainable solution for refugees' requirement for social assistance. WFP will be prepared to provide technical support for beneficiary management, delivery and evaluation of assistance. Two, WFP will expand partnerships with local authorities and NGOs related to the planning, oversight and monitoring of food assistance, with the objective of building local capacity and prospects for handover. Funds are included in this budget revision for partnership workshops and on-the-ground training in food security assessment to local authorities in three governorates during 2016.
87. Several activities are planned to build evidence for programme design and advocacy and

support future targeting. WFP will support a second major in-camp food security assessment, to follow the baseline study done in 2015. This will also enable WFP to gauge the food security and nutrition impact of targeting. Follow-on assessments outside of camps will be timed for the end of the year.

## **Turkey**

88. Operational changes: WFP will expand support for the most vulnerable refugees living outside of camps, initially targeting four provinces, while continuing to support refugees in camps at government's request. A refined approach to identification and targeting of the most vulnerable non-camp refugees will be in place by early 2016 and will include the application of an economic means test along with other vulnerability and demographic criteria; re-verification of the existing caseload and verification of others who may be eligible for assistance will follow.
89. WFP will provide structured support to national and local government authorities for strengthening of emergency preparedness. WFP will work with authorities to establish a harmonized platform for assessing and meeting the needs of out-of-camp refugees through a scalable food assistance mechanism. Technical assistance will be provided to WFP's main national partners, AFAD, DGMM and the Turkish Red Crescent, for vulnerability assessment and analysis, targeting, coordination, planning and monitoring. Through this technical assistance WFP aims to support the government in strengthening its national safety nets, to provide assistance to Syrian refugees and for future emergency response.
90. WFP will build evidence for programme design and advocacy with an economic impact study of its assistance programme, by further contributing to multi-sectoral assessments and strengthening food security coordination and knowledge-sharing. Specifically, WFP will continue to lead and significantly participate in coordination and technical discussions by co-chairing the following working groups: food security, cash-based transfer interventions and vulnerability.

## **Egypt**

91. Operational changes: The transition to vulnerability-based targeting will be complete. WFP will support a reduced number of approximately 70,877 food-insecure refugees in five major urban centres.
92. The planned implementation of the OneCard platform system along with UNHCR has not materialized. Approval has not been granted by the Central Bank of Egypt to operate cash cards for refugees. Costs related to implementation, coordination and monitoring of the OneCard platform have been removed from the 2016 budget.
93. Support for school snacks in schools hosting large numbers of Syrian refugees is supported by WFP Egypt through a separate operation, with dedicated funding. An expansion in this activity, from 95,500 to 163,000 schoolchildren in three governorates with high concentrations of Syrian refugees is planned for 2016. School snacks in the form of locally produced date bars are provided.
94. Various activities are planned to build evidence for programme design and advocacy, including the incorporation of household expenditure models into vulnerability determination, an updated food security assessment and a nutritional survey, together with UNHCR and other key partners. More comprehensive food security outcome monitoring, with larger representative samplings and inclusion of more qualitative data, is also planned.

**Table 2: Beneficiaries by activity<sup>1</sup>**

Country Office	Activity	Category of beneficiaries	Current as per BR14 (2015) and BR15	Increase/decrease (including new activities)/ Decrease	As per BR16 (2016)
JORDAN	Targeted Food Distribution (In-kind food for welcome meals)	Syrian refugees	6,000	(3,000)	3,000
	Targeted Food Distribution (Vouchers)	Syrian refugees	602,000	(72,000)	530,000
	School Feeding Programme(School snacks)	Syrian refugees	20,000	10,000	30,000
<b>TOTAL</b>			<b>602,000</b>	<b>(72,000)</b>	<b>530,000</b>
IRAQ	Targeted Food Distribution (In-kind food)	Syrian refugees	8,000	(7,000)	1,000
	Targeted Food Distribution (Vouchers)	Syrian refugees	132,000	(59,500)	72,500
	School meals	Syrian refugees	20,000	(20,000)	0
<b>TOTAL</b>			<b>140,000</b>	<b>(66,500)</b>	<b>73,500</b>
EGYPT	Targeted Food Distribution (Vouchers)	Syrian refugees	85,651	(17,651)	68,000
	Targeted Food Distribution (Vouchers)	Palestinian refugees	3,720	(843)	2,877
<b>TOTAL</b>			<b>89,371</b>	<b>(18,494)</b>	<b>70,877</b>
TURKEY	Targeted Food Distribution (Vouchers)	Syrian refugees	300,000	(50,000)	250,000
<b>TOTAL</b>			<b>300,000</b>	<b>(50,000)</b>	<b>250,000</b>
LEBANON	Targeted Food Distribution (Vouchers)	Syrian refugees	929,648	(206,083)	723,565
		Vulnerable Lebanese	27,208*	0	27,208
		Palestinian refugees	27,000	(6,000)	21,000
	School Feeding Programme(School snacks)	Syrian refugees and vulnerable Lebanese	0	10,000	10,000
<b>TOTAL</b>			<b>983,856**</b>	<b>(202,083)</b>	<b>781,773</b>
<b>TOTAL BENEFICIARIES (no double-counting)</b>			<b>2,130,227***</b>	<b>(424,077)</b>	<b>1,706,150</b>

1. Gender disaggregated data has been provided in PPIF/project statistics.

\* 27,208 vulnerable Lebanese were added in BR15

\*\* 971,648 beneficiaries in BR14 plus 27,208 Lebanese in BR15

\*\*\* 2,103,019 in BR14 plus 27,208 Lebanese in BR15

*In addition to the country-specific activities outlined above:*

95. WFP will build, compile and share evidence on the economic impact of WFP's work, refugees' food security and nutrition status and trends and the nutrition impact of refugees'



protracted displacement. Results will be used for advocacy and improved response.

96. WFP will also contribute to a growing stock of knowledge on cash programming, assessing the effectiveness of different transfer modalities in meeting food security and nutrition outcomes.
97. WFP will continue to measure progress in gender equality by looking at the proportion of women making decisions over the use of cash, vouchers or food within their households. This is particularly interesting with the upcoming cash transfers and thus M&E systems will be able to capture the changes, if any, which may occur following the change in assistance provision. In addition, monitoring tools and hotlines will collect gender specific information related to the ATM withdrawal process.
98. WFP will increase communication and collaboration with health and nutrition actors to increase awareness among women and men about the importance of good nutritional habits, proper infant and young child feeding, and dietary diversification.

#### *Modality of assistance*

99. WFP will remain flexible in responding to this crisis, and deliver value for money through the most appropriate transfer modality or modalities, based on evidence.
100. The decision on the appropriateness of the transfer modality takes into account market appropriateness; efficiency; effectiveness; and beneficiary (women's and men's) and national government preferences.
101. Previous WFP studies on the market, financial infrastructure, and delivery mechanisms for Jordan and Lebanon are still valid. Both restricted cash (e-vouchers) and unrestricted cash are feasible and appropriate, although consideration must be given to areas where cash would be likely to be spent in unregulated informal markets.
102. An internal review of WFP's transfer modalities in mid-2015 found potential for efficiency gains in a loosening of restrictions on what beneficiaries could purchase with e-vouchers.<sup>20</sup> Any potential loss to beneficiaries through possible higher prices at WFP shops, and/or selling e-voucher balances to meet other pressing, non-food needs would be remedied through a partial shift to unrestricted vouchers or cash. The comparative cost-efficiency to WFP of e-vouchers as currently implemented and with an unrestricted cash component has not yet been calculated.
103. A growing body of evidence from the region on the effectiveness of cash based transfers<sup>21</sup> shows that, even when provided unrestricted cash and open choice on how to use it, food along with rent remained vulnerable refugees' highest priorities, and the majority of cash (even where it was intended for other purposes) was still used to purchase food and water.
104. Beneficiary preferences in both Jordan and Lebanon vary, with many seeing the benefits of

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<sup>20</sup> The review focused on Jordan and Lebanon.

<sup>21</sup> Department for International Development, 'Value for Money in Cash Based Transfers in Emergencies', February 2015; Danish Refugee Council, 'Lebanon UNHCR 2013 – 2014 Winterization Cash Program, Post Distribution Monitoring Report', November 2014; International Rescue Committee, 'Emergency Economies: The Impact of Cash Assistance in Lebanon' (An Impact Evaluation of the 2013 – 2104 Winter Cash Assistance for Syrian Refugees in Lebanon). August 2014; and UNHCR / WFP, 'Examining Protection and Gender in Cash and Voucher Transfers', September 2013.

unrestricted cash in terms of flexibility to spend according to a family's priority needs at any given time, and purchase food items where prices are best. Refugees, particularly women refugees, are also concerned to protect their families' access to food<sup>22</sup>.

105. National governments in Jordan and Lebanon have not favoured wide-scale unrestricted cash distribution to date. Some flexibility is however likely if the combined modality increases the likelihood that food assistance for refugees will receive full funding. Some key donors have also not favoured wide-scale unrestricted cash to date.
106. Based on evidence, analysis of WFP's options (including donor policies) and experience to date, the budget revision intends to introduce an unrestricted cash component for up to a million refugees living in communities in Jordan and Lebanon during 2016. This shift has two elements: i) the lifting of restrictions on existing e-vouchers, such that they may be redeemed for any item in WFP partner shops; and ii) the provision of an unrestricted cash component alongside the existing e-vouchers for some refugees.
107. Where shops are running efficiently and there are no nearby alternative markets for refugees (e.g. in camps in Jordan), WFP will partially lift restrictions on e-vouchers such that they may be redeemed for any item in WFP partner shops. WFP will then conduct real-time monitoring to inform host governments and donors about where and how recipients are spending WFP's assistance, through digital tracking of payment records. WFP's due diligence process on merchants authorized to accept WFP cash may alleviate any security concerns about large injections of unrestricted cash into the current environments.
108. WFP intends to provide an unrestricted cash component alongside existing e-vouchers, constituting at least one third of the total value of the transfer provided by WFP, to refugees living in communities in Jordan and Lebanon when suitable funding has been confirmed. The initiation of unrestricted cash will depend on adequate and sufficiently predictable funding being received for the purpose.
109. Refugees living in high-insecurity areas in Lebanon, and/or areas with limited access to the necessary financial infrastructure, will continue to receive e-vouchers as currently implemented in 2015.
110. WFP will be prepared to expand unrestricted vouchers and/or unrestricted cash depending on monitoring results and government and beneficiary response.
111. WFP will undertake a comparative study of the efficiency and effectiveness of different transfer modalities, in Jordan. This study will evaluate effects of the form of assistance on household food security, spending patterns, and protection and gender issues in addition to assessing the efficiency and effectiveness of each delivery modality.
112. All modalities continue to make use of WFP's OneCard (in Jordan and Lebanon) and joint e-voucher with Kizilay (in Turkey). These financial platforms remain available for use by other humanitarian and development actors wishing to provide additional cash entitlements to card-holding refugees. Use of this platform by multiple actors to deliver a range of entitlements constitutes an additional potential contribution by WFP to greater efficiency of the overall humanitarian response.

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<sup>22</sup> The wish to protect food consumption is understandable when we consider that a majority of households in both countries depend on WFP food assistance as their primary income source (VaSyr and CFSME, 2015), and many are significantly indebted.

113. In Iraq, Turkey and Egypt WFP will continue to engage in national-level discussions about the prospects for shifts toward unrestricted cash. These options have not yet been fully explored.

Table 3: Transfer modality and details			
Country	Modality	Provider	Usage
Jordan	Prepaid Card	Commercial Financial Service Provider (FSP)	In shops contracted by WFP in camps and communities
Lebanon	Prepaid Card	FSP	Shops contracted by WFP in communities
Iraq	Paper vouchers	WFP	Shops in the camps
Turkey	Kizilay/WFP card	Kizilay (Turkish Red Crescent)	In participating shops in and outside camps
Egypt	Card issued by contracted retailer	Retailer	Shops in communities

Table 4: Revised transfer values			
Country	2016 full transfer value in local currency (per person per month)	2016 partial transfer value in local currency (per person per month)	Voucher Transfer Values in US\$ (per person per month)
Jordan	20 Jordanian Dinars (JD)	10 JD	28.2 and 14.1
Lebanon	40,770 Lebanese Pounds (LL)	28,690 LL	27 and 19
Iraq	33,000 Iraqi Dinars (IQD)	22,300 IQD	28.2 and 19
Turkey	50 Turkish Lira (TL)	Not applicable	20
Egypt	185 Egyptian Pounds (LE)	Not applicable	24.2

Table 5: Revised rations	
	School meals in Lebanon
	Revised (new)
Fruit	120g
Dairy (yogurt)	60g
Bread	60g
Milk, UHT	200g
<b>TOTAL</b>	<b>440g</b>
%kcal from protein	12%
%kcal from fat	30%
<b>Value of the ration (US\$/person)</b>	<b>0.87/day and 13.05/month</b>
Number of feeding days per year	135

114. With the tiered targeting approach, WFP provides a cash based transfer, equivalent to the cost of purchasing a full 2100kcal per day diet, to ‘extremely vulnerable’ refugees. A cash transfer equivalent to 50 percent (in Jordan) or 70 percent (in Lebanon and Iraq) of the full transfer value is provided to refugees assessed to be ‘vulnerable’. In the context, where household food security is primarily a function of economic access to food, the part transfer is not calculated in relation to an intended nutritional composition and is rather considered to be a contribution to household income. The transfer value is adjusted in line with the current cost in each country of the 2100 kcal per day diet.
115. In Jordan, a part ration of 50 percent has been estimated to be the minimum requirement of vulnerable households in order to maintain acceptable food consumption. This takes into account gaps between household expenditure on food and the minimum expenditure basket required for food security, household coping capacities (non-detrimental) and monitoring results following ration reductions in 2015<sup>23</sup>.
116. A part ration of 70 percent is proposed in Lebanon. This is because the ‘vulnerable’ category of recipients in Lebanon are only slightly less vulnerable to food insecurity than the ‘extremely vulnerable’ refugees<sup>24</sup>; profiling from the 2015 VaSyR indicates that the provision of a 50 percent ration in this case will not be adequate to ensure acceptable food consumption.
117. The part ration proposed in Iraq is, similarly, WFP’s estimate of the transfer value that will be required to ensure acceptable food consumption without the adoption of negative coping strategies.
118. In all cases, WFP will monitor any changes in food security following the introduction of the part ration. Adjustments will be made if necessary.
119. The school snack to be introduced in Lebanon will consist of locally purchased fruit, milk and bread provided to students at targeted schools. Purchase will be managed by the cooperating partner using cash provided by WFP. The partner will also manage distribution and implementation (preparation) of the snacks. The ration provided is in line with Ministry of Education guidelines.

### *Monitoring*

120. The harmonized M&E system throughout the Syria crisis operations - consisting of output, process and outcome monitoring - is updated and strengthened on a regular basis, taking into account new information requirements and evaluation recommendations. Various investments have been made to increase and sustain M&E capacity. The system also includes beneficiary feedback mechanisms such as hotlines for enhanced accountability to beneficiaries, ensuring equal participation and access to both women and men.
121. Innovative elements include ad hoc studies to monitor secondary impacts on local

<sup>23</sup> In Jordan, for instance, vulnerable refugees receiving 10 Jordanian Dinars in 2015 managed to maintain acceptable food consumption, whereas a significant proportion fell to unacceptably low levels of food consumption when the amount was further reduced.

<sup>24</sup> 86 percent of extremely vulnerable Syrian refugee households fall below the survival minimum expenditure basket required for food security and other basic needs, and 68 percent of the vulnerable ones. Overall, 43 percent of the extremely vulnerable Syrian refugee families spend over two-thirds of their budget on food, and 34 percent of the vulnerable ones. Around 60% of refugee households in both vulnerability categories resort to crisis coping strategies.

economies and assessing the impact of different assistance levels on assisted and non-assisted refugee households over time. Food Security Outcome Monitoring (FSOM), a recently introduced initiative within the regional response, combining M&E and VAM information requirements, is being piloted in Jordan and may be rolled out across the region. It will allow WFP and partners to assess food security outcome trends among assisted and non-assisted refugee households over time, validate targeting criteria, monitor changes from one to another transfer modality and assess the impacts of changing assistance levels within the tiered targeting approach.

122. The M&E tools and processes will be adjusted when new transfer modalities are introduced to monitor any changes in food security outcomes as well as gender and protection dimensions. Changes to intra-household decision-making and impacts on gender/protection issues before and during cash assistance will also be monitored. Expenditure modules will be added to post-distribution monitoring so shifts in spending patterns can be identified. The FSOM initiative will enable WFP to monitor changes in efficiency and effectiveness when shifting from voucher to unrestricted cash assistance.

123. As unrestricted cash is rolled out, price monitoring will be enhanced by collecting prices in areas where cash is distributed, comparing supermarkets and local markets alike. Where restrictions are lifted on how e-vouchers can be redeemed, WFP monitoring will refocus on analysis of purchasing trends as opposed to in-shop price monitoring.

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## FOOD REQUIREMENTS

124. Table 6 summarises the additional and total food quantity needed for achieving the revised operation:

Table 6: Food/Cash and Voucher Requirements by Activity and Country				
Activity	Country	Food requirements (mt) Cash/Vouchers (US\$)		
		Current	Increase	Revised total
Targeted food Distribution - food (mt)	Jordan	41,049	8,854	49,903
	Lebanon	12,134		12,134
	Iraq	14,377	195	14,572
<b>Sub-total TFD (mt)</b>		<b>55,438</b>	<b>9,049</b>	64,488
School Feeding - food (mt)	Jordan	1,433	506.88	1940.07
	Iraq	830		830
<b>Sub-total SF (mt)</b>		<b>2,263</b>	506.88	<b>2,7700.07</b>
School Feeding - Cash and Voucher(US\$)	Lebanon		1,174,500	1,174,500
<b>Total School Feeding - Cash and Voucher(US\$)</b>			<b>1,174,500</b>	<b>1,174,500</b>
Supplementary feeding – food (mt)	Jordan	1,684		1,684
<b>Sub-total Supplementary feeding (mt)</b>		<b>1,684</b>		1,684
<b>Total food (mt)</b>		<b>71,507</b>	<b>9,049</b>	<b>80,556</b>
<b>Cash and Vouchers (US\$)</b>	Jordan	624,366,800	138,426,750	762,793,550
	Lebanon	885,666,589	199,639,956	1,085,306,545
	Iraq	130,100,200	16,057,008	146,157,208

	Turkey	260,226,000	57,000,000	317,226,000
	Egypt	84,833,338	20,582,681	105,416,019
<b>Total Cash and Vouchers (US\$)</b>		<b>1,982,254,355</b>	<b>432,880,895</b>	<b>2,418,073,822</b>

## **Hazard / Risk Assessment and Preparedness Planning**

125. The lack of predictable funding is the primary programme and reputational risk. Any failure to provide necessary assistance is likely to have significant protection as well as food security implications, particularly, although not exclusively, for women and girls. Results from a rapid survey conducted in October 2015 on the Impact of WFP cuts on vulnerable Syrian refugees in Jordanian communities, during September, 24 percent more families withdrew their children from school and 29 percent of families are now sending under-age children to work compared with only 5 percent before. Nearly 80 percent of families now borrow money to pay for basic food needs, a worrying trend as this only increases their levels of debt. An April 2015 report of the Special Representative of the Secretary-General on Sexual Violence in Conflict calls for sustained humanitarian assistance along with other protection measures to address the “acute risk of sexual violence, exploitation for prostitution and trafficking...in their day-to-day lives” that women and girls face as a result of their vulnerability to not being able to meet their basic needs.
126. WFP’s main mitigating actions are adherence to a needs- and vulnerability-based targeting approach; investment in studies to build an evidence base on continued needs and the impact of exclusion, to support advocacy and programme improvement, and continued common advocacy with key partners such as UNHCR and UNICEF, including through the ‘No Lost Generation’ initiative. In addition, the medium-term successor operations that WFP will develop during the year will establish links with development actors and reorient the response, to the extent possible, towards the building of national and community resilience.
127. In the event that resources are insufficient under this BR to meet the needs of the populations identified, WFP will prioritize according to the criteria of acuteness of need. Extremely vulnerable refugees will receive top priority, followed by vulnerable refugees. A reduced transfer value will be considered prior to cutting numbers of beneficiaries, given the known, high levels of vulnerability of all refugees targeted by WFP. School meals and support to vulnerable host populations will not be started without adequate resourcing, and will receive lower priority in case of funding shortfalls. Reductions in both number of beneficiaries and transfer values will be made if necessary, and their impact monitored.
128. Various scenarios may arise during 2016 that will need to be accommodated by WFP through a further budget revision. These are:
- A significant improvement or worsening of the situation inside of Syria. In case of improvement, WFP will shift to facilitating the voluntary return and resettlement of Syrian refugees, in line with UNHCR’s approach and in coordination with the humanitarian community, including support for viable livelihoods. In case of worsening, WFP will be prepared to expand its existing humanitarian safety net to accommodate additional refugees.
  - A policy shift on the part of any host government in relation to refugees’ self-reliance. Should there be any opening in this regard, WFP will adapt its assistance strategy to include support for livelihoods and/or other resilience interventions for refugees.

Approved by:

\_\_\_\_\_  
Ertharin Cousin  
Executive Director, WFP

Date: .....

\_\_\_\_\_  
José Graziano da Silva  
Director-General, FAO

Date:.....

## ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
<i>Food Transfers</i>	-	-	
Cereals	8,316	6,812,550	
Pulses	-	-	
Oil and fats	-	-	
Mixed and blended food	507	691,891	
Others	227	331,092	
<b>Total Food Transfers</b>	<b>9,049</b>	<b>7,835,524</b>	
External Transport		32,947	
LTSH		422,741	
ODOC Food		891,106	
<b>Food and Related Costs <sup>25</sup></b>			<b>9,182,317</b>
C&V Transfers		432,880,895	
C&V Related costs		21,274,596	
<b>Cash and Vouchers and Related Costs</b>			<b>454,155,491</b>
<b>Capacity Development &amp; Augmentation</b>			<b>1,738,154</b>
<i>Direct Operational Costs</i>			465,075,962
Direct support costs (see Annex I-B)			32,827,682
<b>Total Direct Project Costs</b>			<b>497,903,644</b>
Indirect support costs (7,0 percent) <sup>26</sup>			34,853,255
<b>TOTAL WFP COSTS</b>			<b>532,756,900</b>

<sup>25</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>26</sup> The indirect support cost rate may be amended by the Board during the project.



## ANNEX I-B

<b>DIRECT SUPPORT REQUIREMENTS (USD)</b>	
<b>WFP Staff and Staff-Related</b>	
Professional staff *	13,353,977
General service staff **	8,390,925
Danger pay and local allowances	69,400
<b>Subtotal</b>	<b>21,814,302</b>
<b>Recurring and Other</b>	<b>4,327,726</b>
<b>Capital Equipment</b>	<b>1,719,287</b>
<b>Security</b>	<b>1,148,524</b>
<b>Travel and transportation</b>	<b>3,472,842</b>
<b>Assessments, Evaluations and Monitoring<sup>1</sup></b>	<b>345,000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>32,827,682</b>

\* Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV

\*\* Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff - General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime

<sup>1</sup> Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.

## ANNEX II: Monthly planning figures for 2016, by country

	Component	Beneficiaries	January	February	March	April	May	June	July	August	September	October	November	December
<b>Jordan</b>	Food vouchers	Syrian Refugees	530,000	530,000	530,000	530,000	523,375	516,750	510,125	503,500	496,875	490,250	483,625	477,000
	Welcome meals	Syrian Refugees	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000
	School feeding	Syrian Refugees	30,000	30,000	30,000	30,000	30,000	6,000	6,000	6,000	30,000	30,000	30,000	30,000
	Bread distribution	Syrian Refugees	100,000	100,000	100,000	100,000								
<b>Sub-Total</b>			<b>530,000</b>	<b>530,000</b>	<b>530,000</b>	<b>530,000</b>	<b>523,375</b>	<b>516,750</b>	<b>510,125</b>	<b>503,500</b>	<b>496,875</b>	<b>490,250</b>	<b>483,625</b>	<b>477,000</b>
<b>Lebanon</b>	Food vouchers	Syrian Refugees*	723,565	723,565	723,565	723,565	723,565	723,565	723,565	723,565	723,565	723,565	723,565	723,565
	Food vouchers	Palestinian Refugees	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000
	Food vouchers	Vulnerable Lebanese	27,208	27,208	27,208	27,208	27,208	27,208	27,208	27,208	27,208	27,208	27,208	27,208
	School feeding	Syrian Refugees	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000			
	School feeding	Vulnerable Lebanese	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000			
<b>Sub-Total</b>			<b>781,773</b>	<b>781,773</b>	<b>781,773</b>	<b>781,773</b>	<b>781,773</b>	<b>781,773</b>	<b>781,773</b>	<b>781,773</b>	<b>781,773</b>	<b>771,773</b>	<b>771,773</b>	<b>771,773</b>
<b>Iraq</b>	In-kind food	Syrian Refugees	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
	Food vouchers	Syrian Refugees	52,000	70,000	70,500	70,500	71,000	71,000	71,500	71,500	72,000	72,000	72,500	72,500
<b>Sub-Total</b>			<b>52,000</b>	<b>71,000</b>	<b>71,500</b>	<b>71,500</b>	<b>72,000</b>	<b>72,000</b>	<b>72,500</b>	<b>72,500</b>	<b>73,000</b>	<b>73,000</b>	<b>73,500</b>	<b>73,500</b>
<b>Turkey</b>	Food vouchers	Syrian Refugees	<b>200,000</b>	<b>200,000</b>	<b>225,000</b>	<b>225,000</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>
<b>Egypt</b>	Food vouchers	Syrian Refugees	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000
	Food vouchers	Palestinian Refugees	2,877	2,877	2,877	2,877	2,877	2,877	2,877	2,877	2,877	2,877	2,877	2,877
<b>Sub-Total</b>			<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>	<b>70,877</b>
<b>TOTAL</b>			<b>1,706,150</b>											

## ANNEX III: Summary of logical framework

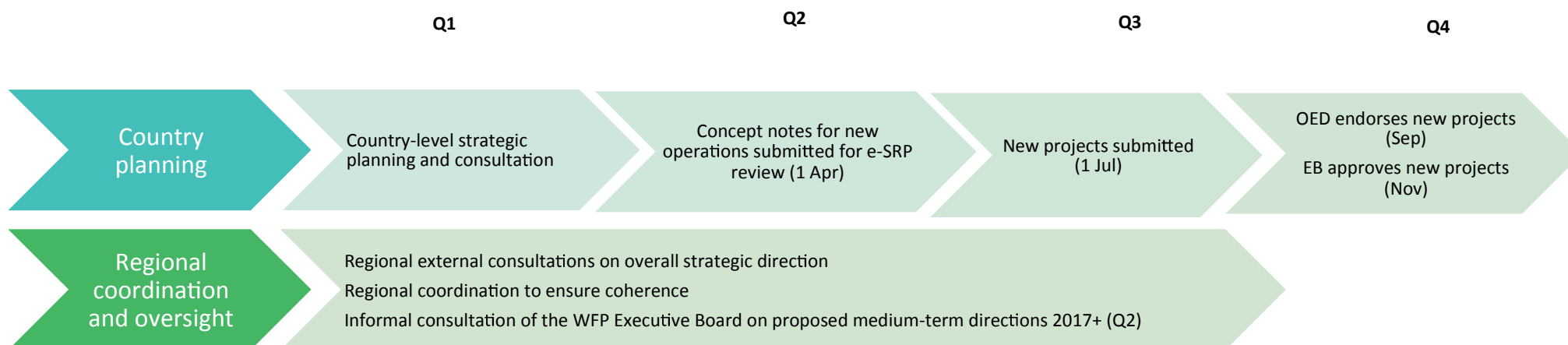
LOGICAL FRAMEWORK REGIONAL EMOP 200433 – Budget Revision #16		
	➤ Percent of households with acceptable food consumption score, disaggregated by sex of household head	Effective targeting criteria and distribution
Outcome 1.1 Improved/stabilized food consumption over the assistance period for targeted households	Performance indicators ➤ Percent of households with borderline food consumption score, disaggregated by sex of household head	Assessments agreed and adhered to by cooperating partners.
Gender Gender equality and empowerment improved.	<ul style="list-style-type: none"> <li>➤ Proportion of households where females and males together make decisions over the use of cash, voucher or food</li> <li>➤ Percent of households with poor food consumption score, disaggregated by sex of household head</li> <li>➤ Proportion of households where males make decisions over the use of cash, voucher or food</li> <li>➤ Proportion of households where females make decisions over the use of cash, voucher or food</li> <li>➤ Average Dietary Diversity Score, disaggregated by sex of household head</li> </ul>	
Protection and accountability to affected populations	<ul style="list-style-type: none"> <li>➤ Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)</li> <li>➤ Average Coping Strategy Index (food consumption-based)</li> </ul>	
Outcome 1.2 WFP assistance delivered and utilized in safe, accountable and dignified conditions. Restored or stabilized access to basic services and/or community assets (Jordan and Lebanon).	<ul style="list-style-type: none"> <li>➤ Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)</li> <li>➤ Retention rate of boys and girls in WFP-assisted schools</li> <li>➤ Proportion of assisted people (females) informed about the programme (who is included, what people will receive, where people can complain)</li> </ul>	UNICEF and or Governments provide the adequate schooling environment.
Outcome 1.3 National institutions, regional bodies and humanitarian community are able to prepare for, assess and respond to emergencies (Lebanon)	<ul style="list-style-type: none"> <li>➤ Emergency preparedness and response capacity index (EPCI)</li> <li>➤ Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme sites</li> <li>➤ Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site</li> <li>➤ Proportion of assisted people (female) who do not experience safety problems travelling to, from and/or at WFP programme site</li> </ul>	Government interested in enhancing their preparedness and response capacity.
Output 1.a Food vouchers and cash distributed in sufficient quantity and quality to target groups under secure conditions.	<ul style="list-style-type: none"> <li>➤ Number of women, men, girls and boys receiving food, hot meals and vouchers, disaggregated by sex and beneficiary category, activity, transfer modality and as % of planned distribution</li> </ul>	Sufficient implementing partner capacity available
Partnership Food assistance interventions coordinated and partnerships developed and maintained.	<ul style="list-style-type: none"> <li>➤ Proportion of project activities implemented with the engagement of complementary partners</li> <li>➤ Number of partner organizations that provide complementary inputs and services</li> <li>➤ Total value of vouchers distributed to targeted beneficiaries and as % of planned</li> <li>➤ Total amount of cash transferred to targeted beneficiaries as % of planned</li> <li>➤ Number of institutional sites assisted (e.g. schools, health centres), as % of planned</li> </ul>	<p>Sufficient and timely supply of assistance to beneficiaries.</p> <p>Cash and voucher systems secure and not</p>
Strategic Objective 1: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES	<ul style="list-style-type: none"> <li>➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned</li> </ul>	open to attack. Banking systems stable.
Goal: To meet the urgent food and nutritional needs of Syrian refugees in Jordan, Lebanon, Iraq, Turkey and Egypt whose food security has been adversely affected by their displacement from Syria		Continued access to targeted beneficiaries.

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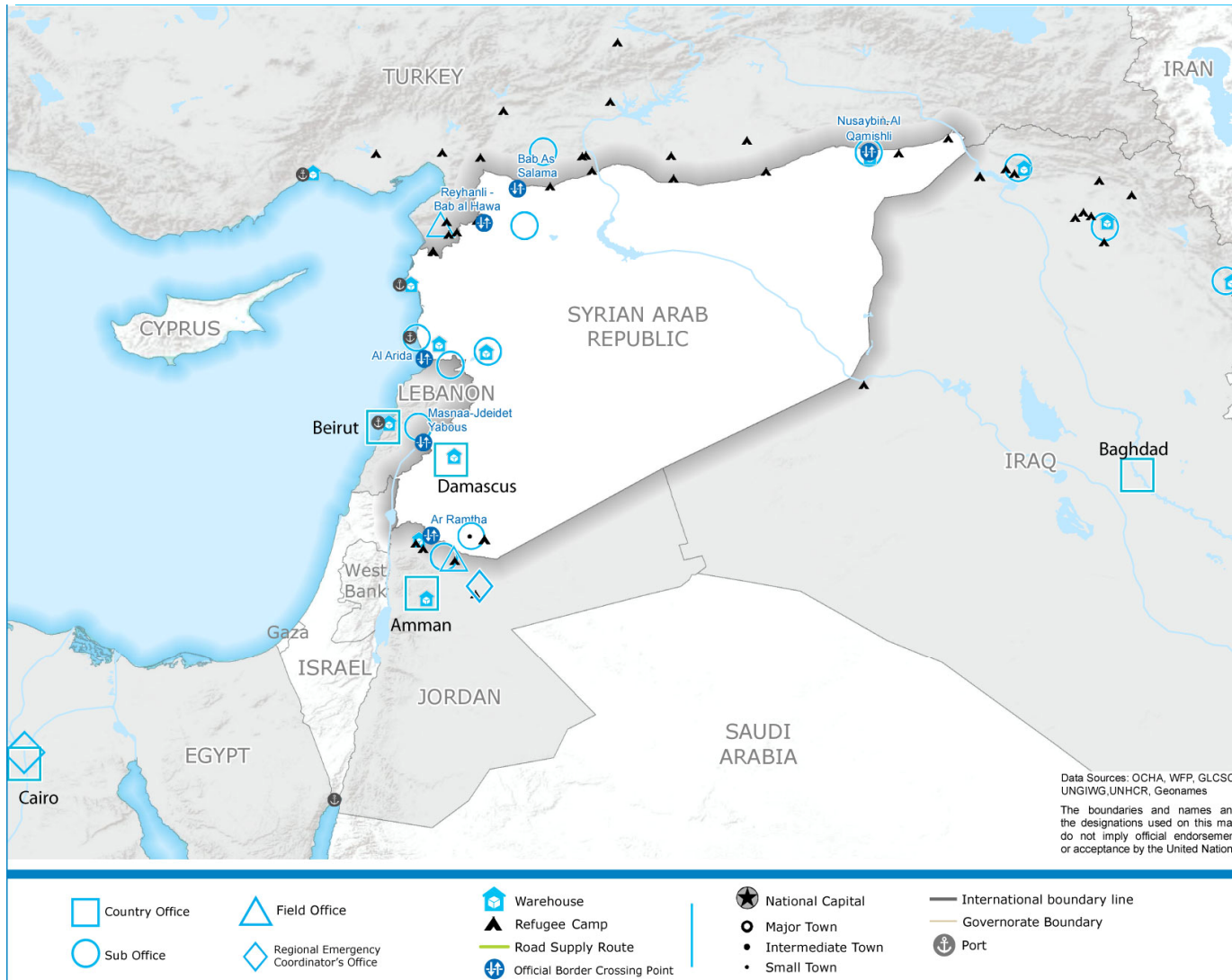
Output 1.b National capacity in the areas of safety nets response and food security and vulnerability analysis created and/or supported (Lebanon).	<ul style="list-style-type: none"> <li>➤ Number of people trained, disaggregated by sex and type of training</li> <li>➤ Number of technical assistance activities provided by type</li> </ul>	
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#### Annex IV: Timeline for development of successor operations to EMOP 200433



## ANNEX V: Map



## ANNEX VI: Overview of budget revisions 1-15

Document	Coverage	Comment	Beneficiaries	Total Budget (US\$)
EMOP	Jordan, Lebanon & Iraq	➤ Link to RRP (June 2012)	120,000	23,832,572
Budget revision 1	Jordan, Lebanon & Iraq	➤ Reallocation of funds to allow in-kind assistance in Lebanon	120,000	23,438,812
Budget revision 2	Jordan, Lebanon & Iraq	➤ Increase in beneficiaries numbers in Jordan & Iraq	135,000	27,728,036
Budget revision 3	Jordan, Lebanon, Iraq & Turkey	<ul style="list-style-type: none"> <li>➤ Inclusion of Turkey in EMOP</li> <li>➤ Additional staffing in Jordan for Za'atri camp</li> </ul>	165,000	34,334,031
Budget revision 4	Jordan, Lebanon, Iraq & Turkey	<ul style="list-style-type: none"> <li>➤ Scaling-up in all countries</li> <li>➤ Link to RRP3 (Sept 2012)</li> </ul>	460,000	62,692,091
Budget revision 5	Jordan, Lebanon, Iraq & Turkey	➤ Reduction of beneficiaries numbers for Jordan and Iraq	350,000	58,927,336
Budget revision 6	Jordan, Lebanon, Iraq, Turkey & Egypt	<ul style="list-style-type: none"> <li>➤ Scaling-up in all countries</li> <li>➤ Link to RRP4 December 2012</li> <li>➤ Extension-in-time to June 2013</li> <li>➤ School feeding Jordan &amp; Iraq</li> <li>➤ Inclusion of Egypt</li> </ul>	755,000	199,048,420
Budget revision 7	Jordan, Lebanon, Iraq, Turkey & Egypt	<ul style="list-style-type: none"> <li>➤ Increase in beneficiaries numbers in Jordan &amp; modality adjustment</li> </ul> 129.	795,000	200,849,270
Budget revision 8	Jordan, Lebanon, Iraq, Turkey & Egypt	➤ No change – technical revision in HQ	795,000	200,849,270
Budget revision 9	Jordan, Lebanon, Iraq, Turkey & Egypt	<ul style="list-style-type: none"> <li>➤ Increase in beneficiary numbers throughout region</li> <li>➤ In line with RRP5</li> </ul>	1,255,000	509,578,314
Budget revision 10	Jordan, Lebanon, Iraq, Turkey & Egypt	<ul style="list-style-type: none"> <li>➤ Increase in beneficiary numbers throughout region</li> <li>➤ Extension in time</li> <li>➤ Inclusion of nutrition prevention activities in Iraq</li> <li>➤ In line with RRP6</li> </ul>	2,554,820	693,532,733

Budget revision 11	Jordan, Lebanon, Iraq, Turkey & Egypt	<ul style="list-style-type: none"> <li>➤ Increase in beneficiary numbers throughout region</li> <li>➤ Extension in time</li> </ul>	2,733,563	1,745,556,963
Budget revision 12	Jordan, Iraq, Lebanon	<ul style="list-style-type: none"> <li>➤ Additional bread for Jordan</li> <li>➤ Reduction of Iraq voucher beneficiaries from 290,000 to 225,000 and increase school feeding targets from 10,000 to 20,000</li> <li>➤ Inclusion of 36,000 vulnerable Lebanese</li> </ul>	2,713,063	1,729,972,919
Budget revision 13	Lebanon	<ul style="list-style-type: none"> <li>➤ Removal of 36,000 vulnerable Lebanese</li> </ul>	2,677,063	1,723,709,652
Budget revision 14	Jordan, Lebanon, Turkey, Egypt, Iraq	<ul style="list-style-type: none"> <li>➤ Extend the operation one year, to end 2015</li> <li>➤ Adjust and harmonise the food basket</li> <li>➤ Decrease overall number of beneficiaries through introduction of targeting</li> </ul>	2,103,019	2,497,000,000
Budget revision 15	Lebanon	<ul style="list-style-type: none"> <li>➤ Include food assistance for 27,209 vulnerable Lebanese between April and July 2015</li> <li>➤ Transition in-kind assistance for new arrivals to e-card assistance</li> </ul>	2,130,228	2,500,266,606



## **ANNEX VII: Acronyms used in the document**

3RP	Regional Refugee and Resilience Plan
AFAD	Prime Ministry Disaster & Emergency Management Presidency
CFSME	Comprehensive Food Security Monitoring Exercise
CFSVA	Crop and Food Supply and Vulnerability Assessment
DGMM	Ministry of Interior Directorate General of Migration Management
GAM	Global Acute Malnutrition
GENCAP	The Gender Standby Capacity Project
IDP	Internally Displaced Person
JRP	Jordan Response Plan
KR-I	Kurdistan Region of Iraq
LCRP	Lebanon Crisis Response Plan
MAM	Moderate Acute Malnutrition
MSNA	Multi-Sector Needs Analysis
MT	Metric tons
NPTP	National Poverty Targeting Programme
NRP	National Resilience Plan
PCM	Presidency of the Council of Ministers
PDM	Post Distribution Monitoring
PDS	Public Distribution System
PRS	Palestinian Refugees from Syria
REC	Regional Emergency Coordinator (WFP)
RBC	Regional Bureau Cairo (WFP)
SCOp	System of Cash Operations (WFP)
SMART	Standardized Monitoring and Assessment of Relief and Transitions
UNDP	United Nations Development Programme
UNHCR	The United Nations High Commissioner for Refugees
UNICEF	The United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency
VASyR	Vulnerability Assessment for Syrian Refugees