

برنامج  
الأغذية  
العالمي



Programme  
Alimentaire  
Mondial

World  
Food  
Programme

Programa  
Mundial  
de Alimentos

**Executive Board  
Second Regular Session**

**Rome, 10–13 November 2014**

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

*For approval*



Distribution: GENERAL  
**WFP/EB.2/2014/8-B/1**  
15 October 2014  
ORIGINAL: ENGLISH

## PROTRACTED RELIEF AND RECOVERY OPERATIONS – STATE OF PALESTINE 200709

### Food Assistance for Food-Insecure Populations in the West Bank and Gaza Strip

Number of beneficiaries	566,940
Duration of Project	2 years (1 January 2015–31 December 2016)
Gender marker code*	2A
WFP food tonnage	79,079
<b>Cost (United States dollars)</b>	
Food and related costs	59,380,789
Cash/vouchers and related costs	54,052,800
Capacity development and augmentation	2,449,504
Total cost to WFP	145,176,702

\*<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

This document is printed in a limited number of copies. Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

Regional Director, OMC\*:      Mr M. Diab      email: mohamed.diab@wfp.org

Country Director:              Ms D. Owen      email: daniela.owen@wfp.org

Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

\* Cairo Regional Bureau (Middle East, North Africa, Eastern Europe and Central Asia)

## EXECUTIVE SUMMARY

High poverty rates, the impact of recurrent conflict, high prices and precarious livelihoods render one-third of all households in Palestine food-insecure.

Trends in 2012 and 2013 show a polarization of food security: for many households food security has improved, while a larger group fell into alarming levels of food insecurity in 2012, remaining there in 2013. Food insecurity affects 57 percent of households in the Gaza Strip and 19 percent in the West Bank. Restricted trade and access to resources in both areas – where the blockade is in its eighth year – combined with the impact of civil unrest and conflict, particularly in the Gaza Strip, prevents sustainable recovery and growth of the Palestinian economy.

The 1.6 million food-insecure Palestinians unable to cover their basic expenses are being assisted by the Palestinian Authority, with the United Nations Relief and Works Agency for Palestine Refugees in the Near East serving refugees, and WFP, in cooperation with the Food and Agriculture Organization of the United Nations, serving non-refugees.

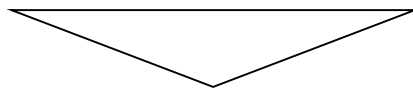
This protracted relief and recovery operation responds to the recent crisis in the Gaza Strip, and combines ongoing operations in the West Bank and Gaza Strip to coherently address urgent humanitarian needs and facilitate early recovery and sustainable, longer-term food security for non-refugees by:

- meeting urgent food needs, enhancing food consumption and dietary diversity, and reinforcing the food security and resilience of food-insecure people under the national social safety net programme;
- supporting early recovery, reducing the risks of disasters and building resilience through conditional activities with partners and the Government;
- supporting the school feeding programme and integrating it into the national social safety net; and
- strengthening government capacity.

The approach used complements ongoing large-scale assistance programmes, ensuring greater impact and flexibility in responding to diverse needs and providing the basis for a more resilient future.

This project responds to early-recovery needs resulting from the 2014 conflict in the Gaza Strip. Once the situation stabilizes, WFP will review the needs and may adjust beneficiary targeting. A budget revision will be submitted if required.

## DRAFT DECISION\*



The Board approves the proposed protracted relief and recovery operation State of Palestine 200709 “Food Assistance for Food-Insecure Populations in the West Bank and Gaza Strip” (WFP/EB.2/2014/8-B/1).

---

\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## SITUATION ANALYSIS

### Context

1. The State of Palestine has a lower-middle-income economy with average per capita gross domestic product (GDP) of USD 2,900 in 2013. The cost of living is linked to that in Israel, which has per capita GDP of USD 33,300.<sup>1</sup> Economic activity in Palestine depends on external support. Political, economic and geographical separation among the West Bank, East Jerusalem and the Gaza Strip has eroded markets and employment opportunities.
2. In the West Bank, 60 percent of the land, including 85 percent of grazing land and the richest agricultural area, remains under Israeli control with severe movement restrictions hindering access to public services and productive land.
3. In the Gaza Strip, the rapidly growing population remains vulnerable to the impacts of conflict, along with the land, air and sea blockade, which has severely restricted the entry of goods and virtually halted exports, leading to a progressive collapse of all the main productive sectors and steep rises in unemployment and food prices.
4. This protracted relief and recovery operation (PRRO) combines previous relief, recovery and early-stage development activities into a single operation. It assumes that restrictions will remain in place, continuing to erode livelihoods and food security.

### The Food Security and Nutrition Situation

5. Food insecurity in Palestine is driven by limited economic access to food, arising from recurrent conflict, restrictions on movement, trade and investment, high unemployment rates,<sup>2</sup> erosion of agricultural infrastructure, land confiscation, limited access to land and water, and an overstretched government safety net. Wasting and stunting rates are within acceptable levels according to World Health Organization thresholds. Nevertheless, there are significant problems of anaemia and overweight/obesity among children and pregnant women.<sup>3</sup>
6. The 2013 annual socio-economic and food security survey conducted by WFP, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the Palestinian Central Bureau of Statistics found very high levels of food insecurity, with a third of all households – 1.6 million people – food-insecure: 57 percent in the Gaza Strip and 19 percent in the West Bank.
7. Women traditionally play an important role in household food management through preparing meals and influencing food consumption behaviour, while men are most often expected to contribute income to this process. This has significant impact on WFP operations, as evidence indicates that providing assistance to men reduces tension

<sup>1</sup> Palestinian Central Bureau of Statistics. 2014. *The Preliminary Estimates of Quarterly National Accounts, Fourth Quarter, 2013*. March. Available at [http://www.pcbs.gov.ps/pcbs\\_2012/Pressen.aspx?CatId=18](http://www.pcbs.gov.ps/pcbs_2012/Pressen.aspx?CatId=18)

<sup>2</sup> World Bank. 2013. *Fiscal Challenges and Long Term Economic Costs*. Washington, DC.

<sup>3</sup> Ministry of Health. 2012. *National Nutrition Surveillance Report 2012*. Ramallah. Anaemia affects 54.2 percent of children aged 12–15 months and 35.8 percent of pregnant women in the Gaza Strip; overweight 18.7 percent of schoolchildren (body mass index) and 32.8 percent of pregnant women; and stunting 6.3 percent of children aged 12–15 months and 5.8 percent of schoolchildren.

within the family.<sup>4</sup> Women's labour force participation was 17 percent in 2011, with 22 percent of those women working in agriculture and fishing. Women not participating in the labour force are generally homemakers and/or students. Low levels of women's participation may be due to the local social context, the weight of women's reproductive and care work, and the perceived threat to the labour market for men if women were to enter the workforce in greater numbers.<sup>5</sup> This situation is conducive to reserving many of the vocational training opportunities and certain professions for men.

## Education

8. There has been significant progress in the education sector. Literacy among 15-24-year-olds was 99.2 percent in 2012; drop-out rates in 2010–2012 were 0.9 percent for basic and 3.2 percent for secondary education. Gender parity has almost been achieved in basic and secondary education.

---

## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### Policies, Capacities and Actions of the Government

9. National government policies are committed to providing essential social protection; maintaining good access to education, alleviating poverty and protecting vulnerable groups; creating economic development opportunities for women and youth; and facilitating economic and agricultural growth.<sup>6</sup> Palestine's social safety net is one of the best in the Middle East, but needs far outpace financial resources.

### Policies, Capacities and Actions of other Major Actors

10. Food assistance is guided by annual food security assessments and common targeting mechanisms, and implemented by WFP for non-refugees and UNRWA for refugees. UNRWA provides food, cash for work, social services and job opportunities. A multitude of local and international actors and other United Nations agencies provide livelihood and food assistance.

## Coordination

11. WFP and FAO co-lead coordination of the food security sector,<sup>7</sup> which supports the United Nations' approach of empowering the Palestinian people, building the social, economic and institutional basis of the State, addressing development needs, promoting economic growth, and advocating for basic rights and gender equality.<sup>8</sup>

---

<sup>4</sup> WFP. 2012. *Implications of cash and voucher transfers on beneficiaries' protection, gender relations and social dynamics: Case study of WFP assistance in the occupied Palestinian territory*. April–May. (Unpublished).

<sup>5</sup> United Nations country team. 2012. *United Nations Development Assistance Framework in the occupied Palestinian territory comprehensive analysis*. (November). Jerusalem.

<sup>6</sup> Palestinian National Authority. 2011. *National Development Plan 2011–13: Establishing the State, Building our Future*. Ramallah.

<sup>7</sup> Supported by special operation 200560 "Strengthening the Food Security Coordination Platform in the State of Palestine".

<sup>8</sup> United Nations country team. 2010. *Integrated Strategic Framework for the Occupied Palestinian Territory*. Jerusalem.

## OBJECTIVES OF WFP ASSISTANCE

12. The PRRO objectives are aligned with the United Nations Development Assistance Framework 2014–2016; WFP Strategic Objectives 1–3;<sup>9</sup> the 2014–2016 WFP country strategy; the National Development Plan 2014–2016; Zero Hunger Challenge goals 1–4; and Millennium Development Goals 1, 2 and 4.<sup>10</sup> The objectives are to:
- meet food needs and enhance the food consumption and dietary diversity of the most vulnerable and food-insecure non-refugee population (Strategic Objectives 1 and 2);
  - reduce disaster risk and build resilience to climate and economic shocks and conflict through food assistance for assets/training/capacity development (Strategic Objective 3);
  - support poor households to sustain school enrolment (Strategic Objective 2); and,
  - strengthen the Government's capacity in line with its State-building plan, including through emergency preparedness (Strategic Objective 1), support to the national safety net (Strategic Objective 2), and WFP's purchasing power to support economic activity (Strategic Objective 3).

## WFP RESPONSE STRATEGY

### Nature and Effectiveness of Food Security-Related Assistance to Date

13. All WFP programmes in Palestine are planned in consultation with the Government and in line with national strategies and plans. WFP has supported food security and livelihoods since 2002, provided school feeding since 2007, and supported herding and Bedouin communities, with UNRWA, since 2009.
14. The urban voucher programme was introduced in response to the 2009 food price crisis and subsequently scaled up. Vouchers were introduced into the national social safety net programme in 2011. In 2013, a combined food/voucher modality was introduced in the Gaza Strip,<sup>11</sup> and WFP introduced vouchers for work/training in the West Bank to support resilience and environmental protection in collaboration with the Ministry of Agriculture.

### Strategy Outline

15. The PPRO includes relief and recovery activities to assist the Government in using innovative approaches that link food safety nets to local production, supporting the local economy through local food purchases.
16. Vouchers are the preferred modality because of their effectiveness, multiplier effects on the local economy, and positive impact on household food consumption and dietary diversity. Each voucher dollar generates an additional USD 0.62 in the turnover of shops

<sup>9</sup> Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies; Strategic Objective 3 – Reduce risk and enable people, communities and countries to meet their own food and nutrition needs.

<sup>10</sup> Millennium Development Goals 1: Eradicate extreme poverty and hunger; 2: Achieve universal primary education; 4: Reduce child mortality.

<sup>11</sup> WFP and Oxfam GB. 2012. Cash Voucher Programme. *Review of voucher assistance as a safety-net transfer modality in the Gaza Strip. State of Palestine*. Available at <http://www.alnap.org/resource/8766>.

and an income supplement for the shops of USD 2.60.<sup>12</sup> Every 66 beneficiary households create an additional job in participating shops.<sup>13</sup>

17. Asset-creation and training activities strengthen value chains and support farmers, enhance infrastructure rehabilitation and community assets, provide livelihood training, improve the environment, and combat desertification.
18. WFP's school feeding activities will prioritize capacity development and hand-over. School feeding reduces the short-term hunger of children who often do not have breakfast before coming to school, increases children's concentration, and supports enrolment and attendance.
19. In line with the Government's extensive fortification policy, WFP fortifies all the food it distributes to complement national micronutrient campaigns for children and pregnant and lactating women. WFP and its partners use inter-agency fora to address anaemia and obesity through capacity development and healthy living interventions, targeting women as change agents in households.
20. Partnerships and linkages with programmes for youth and women, such as vocational training and food product development through conditional activities, facilitate women's participation and gender mainstreaming throughout the programme cycle, and help to ensure that all programmes take into account the safety and protection of beneficiaries.

### Hand-Over Strategy

21. Under its framework agreement with the Ministry of Planning, WFP provides capacity support for the achievement of national objectives. Hand-over of PRRO activities will require improved political, security and economic conditions. WFP supports national food security assessment and monitoring; design of comprehensive safety net programmes, including food for education; targeting; monitoring and evaluation (M&E); and emergency preparedness. WFP focuses on assisting the Government in addressing the underlying causes of poverty and food insecurity.

---

## BENEFICIARIES AND TARGETING

22. Targeting will be needs-based using food consumption scores and poverty rates in proxy means testing.<sup>14</sup> WFP will aim for 50 percent women participants in all activities, taking into consideration the gender roles existing in Palestinian society and implications on intra-household stability. Distribution points/voucher shops will be located in areas that are easily accessible to households headed by women, to reduce women's security risks; and ration cards will be issued in women's names whenever possible.

---

<sup>12</sup> WFP. 2010. *Cash and Vouchers Cost-Effectiveness Review*. May. Rome.

<sup>13</sup> WFP and Oxfam GB. 2011. *The Voucher Programme in the Gaza Strip. Mid-Term Review*. March. Available at <http://unispal.un.org/UNISPAL.NSF/0/5866E4B993029EA385257A0E004C9E5B>; European Commission. June 2013. *Impact Evaluation of the European Union Contribution to the Palestinian Cash Transfer Programme in the Framework of the PEGASE Programme of Support to Vulnerable Palestinian Families*. Report available at [http://www.itcoop-jer.org/sites/default/files/images/projects/docs/PEGASE\\_Final%20Report.pdf](http://www.itcoop-jer.org/sites/default/files/images/projects/docs/PEGASE_Final%20Report.pdf).

<sup>14</sup> A proxy means testing formula (PMTF) determines a person's eligibility for assistance by predicting household expenditure. In Palestine, the Ministry of Social Affairs, the World Bank, the European Union and WFP use a unified PMTF to target social safety net assistance.



TABLE 1: BENEFICIARIES BY ACTIVITY							
Activity	Area	January 2015–December 2015			January 2016–December 2016		
		Men/boys	Women/girls	Subtotal	Men/boys	Women/girls	Subtotal
General food assistance (GFA): food	West Bank	71 298	76 702	148 000	71 298	76 702	148 000
	Gaza Strip	73 942	71 058	145 000	70 328	67 672	138 000
GFA: vouchers	West Bank	46 670	45 330	92 000	46 670	45 330	92 000
	Gaza Strip	35 051	32 949	68 000	38 659	36 341	75 000
GFA: food and vouchers	Gaza Strip	2 659	2 341	5 000	-	-	-
GFA institutional feeding: food	West Bank	3 363	3 637	7 000	3 363	3 637	7 000
	Gaza Strip	2 103	1 897	4 000	2 103	1 897	4 000
GFA institutional feeding: vouchers	West Bank	1 441	1 559	3 000	1 441	1 559	3 000
School feeding	West Bank	29 497	28 503	58 000	29 497	28 503	58 000
	Gaza Strip	26 197	26 803	53 000	26 197	26 803	53 000
Assets/training: vouchers	West Bank	5 044	4 956	10 000	5 044	4 956	10 000
	Gaza Strip	2 659	2 341	5 000	5 317	4 683	10 000
<b>TOTAL</b>		<b>284 431</b>	<b>282 509</b>	<b>566 940*</b>	<b>284 424</b>	<b>282 516</b>	<b>566 940*</b>

\* Estimated overlaps between school feeding and other programmes are 17 percent in the West Bank and 40 percent in the Gaza Strip. In 2016, total beneficiaries will be 566,940 excluding these overlaps, and 610,000 including them; 188,000 beneficiaries will receive vouchers.

23. General food assistance (GFA) will target households below the extreme poverty line<sup>15</sup> that have low or borderline food consumption scores and are not receiving cash transfers from the national social safety net. Priority will be given to vulnerable, food-insecure groups: the elderly and chronically ill, families with disabled members, and households headed by women. This takes into consideration that households headed by women represented less than 10 percent of all households, of which 36 percent were food-insecure. GFA has four modalities.
24. *Food.* Rural/remote localities in the West Bank without functioning markets or sufficient mobile phone coverage will receive food. In the Gaza Strip, food will be provided to households below the extreme poverty line with poor-to-borderline food consumption scores and consumption gaps.

<sup>15</sup> A PMTF will be used to select beneficiaries of unconditional GFA and conditional food assistance for assets or training programmes.

25. *Vouchers*. Electronic food vouchers will be given to households with poor food consumption scores to improve protein intake in urban or semi-urban areas with functioning markets, sufficient mobile phone coverage, and high reliance on purchased bread and dairy products.
26. *Food and vouchers*. WFP will select extremely poor households that have few resources for closing consumption and dietary gaps and cannot meet food needs in kilocalories and dietary diversity. This mixed modality will be evaluated in 2014 and expanded or discontinued as appropriate.
27. *Institutional feeding*. Institutions within the national social safety net in the most food-insecure areas will receive food or vouchers, based on government request and the profile and capacity of each institution to provide on-site feeding.
28. *Food assistance for assets and training* will target unskilled workers, women, youth and poor farmers living below the national poverty line, and provide vouchers in the context of activities that support early recovery and restore livelihoods affected by shocks.
29. *The school feeding programme* will target schools in food-insecure poverty pockets in the West Bank and Gaza Strip and those participating in the United Nations Education for All Package.

---

## NUTRITIONAL CONSIDERATIONS AND RATIONS/VALUE OF VOUCHER TRANSFERS

30. Rations are in line with WFP's nutrition guidelines, national standards and the local diet. GFA beneficiaries will receive fortified wheat flour, pulses, fortified vegetable oil and iodized salt covering 60 percent of daily calorie needs.

**TABLE 2: FOOD RATIONS/TRANSFERS BY ACTIVITY (g/person/day)**

	GFA: food	GFA: vouchers	GFA: food and vouchers	GFA/ institutional feeding: food	GFA/ institutional feeding: vouchers	School feeding	Assets/ training: vouchers
Fortified wheat flour	300	-	300	300	-	-	-
Chickpeas	15	-	-	15	-	-	-
Lentils	10	-	-	10	-	-	-
Vegetable oil	15	-	-	15	-	-	-
Iodized salt	5	-	-	5	-	-	-
Biscuits	-	-	-	-	-	40	-
UHT milk	-	-	-	-	-	154	-
Vouchers (USD/person/month)	-	10.30	6.90	-	10.30	-	13.80* 15.40**
<b>Total (g/day)</b>	<b>345</b>	<b>-</b>	<b>300</b>	<b>345</b>	<b>-</b>	<b>194</b>	<b>-</b>
<b>Total (kcal/day)</b>	<b>1 271</b>	<b>-</b>	<b>-</b>	<b>1 271</b>	<b>-</b>	<b>272.4</b>	<b>-</b>
<b>% kcal from protein</b>	<b>12.7</b>	<b>-</b>	<b>-</b>	<b>12.7</b>	<b>-</b>	<b>18</b>	<b>-</b>
<b>% kcal from fat</b>	<b>14.5</b>	<b>-</b>	<b>-</b>	<b>14.5</b>	<b>-</b>	<b>22.7</b>	<b>-</b>
Number of feeding days per year	365	365	365	365	365	240	365

\* Gaza Strip

\*\* West Bank

31. Vouchers can be exchanged for locally produced foods, which are regularly reviewed by a project committee.<sup>16</sup>
32. The value of the unconditional voucher is aligned with the value of the food ration, making the modalities interchangeable if required. Work-related voucher values are based on the Government's daily minimum wage rate.

<sup>16</sup> Current foods include bread, dairy products, pulses – beans, chickpeas and peas – vegetable oil, olive oil, iodized salt, eggs, cereal by-products – cracked wheat and bulgur – sesame paste and canned fish.

**TABLE 3: FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (mt)**

	GFA: food	GFA: vouchers	GFA: food and vouchers	GFA/ institutional feeding: food and vouchers	School feeding	Assets/ training: vouchers	Total
Wheat flour	62 532	-	540	2 376	-	-	<b>65 448</b>
Chickpeas	3 127	-	-	119	-	-	<b>3 245</b>
Lentils	2 084	-	-	79	-	-	<b>2 164</b>
Vegetable oil	3 127	-	-	119	-	-	<b>3 245</b>
Iodized salt	1 042	-	-	40	-	-	<b>1 082</b>
Biscuits	-	-	-	-	746	-	<b>746</b>
UHT milk	-	-	-	-	3 148	-	<b>3 148</b>
<b>Total food</b>	<b>71 912</b>	<b>-</b>	<b>540</b>	<b>2 733</b>	<b>3 894</b>	<b>-</b>	<b>79 079</b>
<b>Vouchers (USD)</b>	<b>-</b>	<b>40 417 200</b>	<b>414 000</b>	<b>741 600</b>	<b>-</b>	<b>6 180 000</b>	<b>47 752 800</b>

## IMPLEMENTATION ARRANGEMENTS

### Participation

33. WFP activities, distribution modalities and rations are designed in consultation with sector working groups, government ministries, community-based organizations and beneficiary groups. WFP aims to ensure that 50 percent of the members of all project decision-making committees are women.

### Partners and Capacities

34. WFP will enhance the capacity of government ministries, coordinated by the Ministry of Planning, in needs analysis, targeting and M&E for an integrated national social safety net.

35. GFA food rations will be distributed in cooperation with the Ministry of Social Affairs, Global Communities and UNRWA.

36. Partners for GFA vouchers include the Ministry of Social Affairs, Global Communities and Oxfam GB. Links to the Ministry of National Economy strengthen local value chains.

37. The GFA combined food and voucher modality is implemented in cooperation with Global Communities and Oxfam GB, providing households with wheat flour and a food voucher.

38. School feeding is in partnership with the Ministry of Education and Higher Education and is linked to healthy living awareness interventions.

39. Food assistance for assets and training activities will be implemented in collaboration with government ministries, United Nations agencies and non-governmental organizations. Activities will be selected with stakeholders and are linked to Ministry of Agriculture priorities.

40. WFP will support disaster risk reduction, including by enhancing the capacity of the Palestinian Civil Defence through improved institutional preparedness, awareness campaigns, an information management platform and volunteer training, in coordination with the United Nations Development Programme, the United Nations Office for the Coordination of Humanitarian Affairs, the United Nations Office for Project Services and UNRWA.

### **Procurement**

41. Following corporate guidelines, WFP's strategy for Palestine supports local production and market structures. Salt, milk, biscuits and some wheat flour will be procured locally; vegetable oil and pulses will be purchased regionally and internationally.
42. In the event of funding shortfalls, WFP envisages reducing the food ration quantity, removing items from the food basket, and reducing the voucher value.

### **Logistics**

43. Internationally procured items arrive via Ashdod and Haifa ports. Containers destined for the Gaza Strip have to be repacked to comply with local security regulations. WFP has several storage options with partners, including at ports in Israel, and in the Gaza Strip, Jerusalem and the West Bank.

### **Delivery Mechanisms**

44. Beneficiaries of GFA will be informed of distribution dates several days before the beginning of each distribution cycle. Electronic vouchers can be redeemed at selected retailers throughout the month. School feeding rations will be delivered to schools by suppliers once a week and distributed by school staff each school day. Meals for institutional feeding will be prepared in the kitchen of each institution.

### **Non-Food Inputs**

45. Continued funding for agricultural non-food items such as seedlings, tools and cisterns is crucial to achieving quality work and training outputs.

---

## **PERFORMANCE MONITORING**

46. The well-established M&E system includes regularly updated outcome, output and process monitoring. Real-time data and feedback enable immediate corrective action. Data on beneficiary distributions and all outputs are sex- and age-disaggregated to the extent possible. Secondary impacts of the voucher programme on the local economy are measured annually.

---

## **RISK MANAGEMENT**

47. The main risks are violence and natural disasters that disrupt livelihoods. Other risks include insufficient donor funding; donor limitations on the use of funds; volatile food and transport costs; and threats of kidnapping and collateral damage from rockets, mortars and airstrikes in the Gaza Strip. WFP's country office has implemented the corporate emergency preparedness and response package and focuses on contingency planning; reassessment, monitoring and mitigation of risks; enhancing communications and training; and incorporating the protection needs of beneficiaries into programme design and

implementation. Strong donor relationships are emphasized, and a monthly bulletin provides early warnings based on political, economic, environmental and natural risk monitoring. All WFP offices, warehouses and vehicles comply with minimum operating security standards and minimum security telecommunications standards.

## ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity ( <i>mt</i> )	Value ( <i>USD</i> )	Value ( <i>USD</i> )
<b>Food</b>			
Cereals	65 448	28 390 850	
Pulses	5 409	3 365 254	
Oil and fats	3 246	3 786 715	
Mixed and blended food	746	1 193 984	
Others	4 230	4 887 446	
<b>Total food</b>	<b>79 079</b>	<b>41 624 074</b>	
External transport		3 934 823	
Landside transport, storage and handling		9 929 467	
Other direct operational costs		3 892 425	
<b>Food and related costs<sup>1</sup></b>		<b>59 380 789</b>	<b>59 380 789</b>
Cash and vouchers		47 752 800	
Related costs		6,300,000	
<b>Cash and vouchers and related costs</b>		<b>54 052 800</b>	<b>54 052 800</b>
<b>Capacity development and augmentation</b>		<b>2 449 504</b>	<b>2 449 504</b>
Direct operational costs			115 883 093
Direct support costs (see Annex I-B) <sup>2</sup>			19 796 068
<b>Total direct project costs</b>			<b>135 679 160</b>
Indirect support costs (7.0 percent) <sup>3</sup>			9 497 541
<b>TOTAL WFP COSTS</b>			<b>145 176 702</b>

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

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</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	4 275 468
General service staff	9 764 800
<b>Subtotal</b>	<b>14 040 268</b>
<b>Recurring and other</b>	<b>2 356 000</b>
<b>Capital equipment</b>	<b>875 000</b>
<b>Security</b>	<b>770 000</b>
<b>Travel and transportation</b>	<b>1 216 800</b>
<b>Assessments, evaluations and monitoring<sup>1</sup></b>	<b>538 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>19 796 068</b>

<sup>1</sup> Reflects estimated costs when these activities are performed by third parties.



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Cross-cutting result</b>		
<b>Gender</b> Gender equality and empowerment improved	Proportion of households where females make decisions over the use of cash, voucher or food  Proportion of households where males make decisions over the use of cash, voucher or food  Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution  Proportion of households where females and males together make decisions over the use of cash, voucher or food  Proportion of women beneficiaries in leadership positions of project management committees  Number of members of food management committees (men) trained on modalities of food, cash, or voucher distribution	Funding is available for targeted interventions.
<b>Protection and accountability to affected populations</b> WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site  Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites  Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)  Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site  Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)  Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)	There is an adequate number of distribution points.  Partners' staff have the skills to manage distributions.





<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Assumptions</b>
<b>Partnership</b> Food assistance interventions coordinated and partnerships developed and maintained	Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks)  Number of partner organizations that provide complementary inputs and services  Proportion of project activities implemented with the engagement of complementary partners	Appropriate partners are available and able to work.
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<b>Outcome 1.1</b> Stabilized or improved food consumption over assistance period for targeted households and/or individuals	Diet Diversity Score Diet Diversity Score (female-headed households) Diet Diversity Score (male-headed households) FCS: percentage of households with poor Food Consumption Score FCS: percentage of households with poor Food Consumption Score (female-headed) FCS: percentage of households with poor Food Consumption Score (male-headed)	Political and security situation improves. Beneficiaries use cash saved from food/voucher assistance to buy supplementary nutritious food.
<b>Outcome 1.2</b> National institutions, regional bodies and the humanitarian community are able to prepare for, assess and respond to emergencies	EPCI: Emergency Preparedness and Response Capacity Index	Political situation is relatively stable.
<b>Output 1.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned  Quantity of food assistance distributed, disaggregated by type, as % of planned	Target population participates in identification, planning, implementation and maintenance of activities.  Partners have enough staff and honour commitments.

**ANNEX II: LOGICAL FRAMEWORK**

Results	Performance indicators	Assumptions
	Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned  Number of institutional sites assisted (e.g. schools, health centres), as % of planned	Secure access to distribution points. No pipeline breaks occur and sufficient food is available in shops.  WFP and partners respect field-level agreements. Insecurity does not affect shopkeepers or beneficiaries. Food and fuel prices remain stable.
<b>Output 1.2</b> Emergency management capacity created and/or supported	Number of technical assistance activities provided, by type  Number of people trained, disaggregated by sex and type of training	Palestinian Civil Defence cooperates fully.
<b>Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies</b>		
<b>Outcome 2.1</b> Adequate food consumption reached or maintained over assistance period for targeted households	Diet Diversity Score Diet Diversity Score (female-headed households) Diet Diversity Score (male-headed households) FCS: percentage of households with borderline Food Consumption Score FCS: percentage of households with borderline Food Consumption Score (female-headed) FCS: percentage of households with borderline Food Consumption Score (male-headed) FCS: percentage of households with poor Food Consumption Score FCS: percentage of households with poor Food Consumption Score (female-headed) FCS: percentage of households with poor Food Consumption Score (male-headed)	Political and security situation improves. Beneficiaries use cash saved from food/voucher assistance to buy supplementary nutritious food.
<b>Outcome 2.2</b> Improved access to assets and/or basic services, including community and market infrastructure	Retention rate (boys) in WFP-assisted primary schools  Retention rate (girls) in WFP-assisted primary schools	Political and security situation remains stable. Government's financial crisis eases; staff paid in full.





## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
		Budget allocations for education are adequate and timely.
<p><b>Outcome 2.3</b> Capacity developed to address national food insecurity needs</p>	NCI: Resilience programmes National Capacity Index	<p>Political situation is relatively stable.</p> <p>Government develops an M&amp;E system and includes food consumption scores in its targeting.</p>
<p><b>Output 2.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p> <p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p>	<p>Target population participates in identification, planning, implementation and maintenance of activities.</p> <p>Partners have enough staff and honour commitments.</p> <p>Secure access to distribution points.</p> <p>No pipeline breaks occur and sufficient food is available in shops.</p> <p>WFP and partners respect field-level agreements.</p> <p>Insecurity does not affect shopkeepers or beneficiaries.</p> <p>Food and fuel prices remain stable.</p>
<p><b>Output 2.2</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p>	<p>No pipeline breaks occur.</p> <p>Schools function normally.</p>
<p><b>Output 2.3</b> National systems for monitoring trends in food security and nutrition strengthened</p>	<p>Number of food security and nutrition monitoring/surveillance reports produced with WFP support</p> <p>Number of government counterparts trained in collection and analysis of food and nutrition security data</p>	Government technical staff participate.

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs</b>		
<p><b>Outcome 3.1</b> Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households</p>	<p>CAS: percentage of communities with an increased Community Asset Score</p> <p>Diet Diversity Score</p> <p>Diet Diversity Score (male-headed households)</p> <p>FCS: percentage of households with borderline Food Consumption Score</p> <p>FCS: percentage of households with borderline Food Consumption Score (female-headed)</p> <p>FCS: percentage of households with borderline Food Consumption Score (male-headed)</p> <p>FCS: percentage of households with poor Food Consumption Score</p> <p>FCS: percentage of households with poor Food Consumption Score (female-headed)</p> <p>FCS: percentage of households with poor Food Consumption Score (male-headed)</p> <p>Diet Diversity Score (female-headed households)</p> <p>CSI (Asset Depletion): Coping Strategy Index (average)</p> <p>CSI (Food): Coping Strategy Index (average)</p> <p>CSI: Coping Strategy Index (average)</p>	<p>Political and security situation remains stable.</p> <p>Beneficiaries use cash saved from food/voucher assistance to buy supplementary nutritious food.</p> <p>Closures do not increase.</p>
<p><b>Outcome 3.2</b> Increased marketing opportunities for producers and traders of agricultural products and food at the regional, national and local levels</p>	<p>Food purchased from regional, national and local suppliers, as % of food distributed by WFP in-country</p> <p>Fortified foods purchased from regional, national and local suppliers, as % of fortified food distributed by WFP in-country</p>	<p>Competitive prices prevail at the regional and national levels.</p>



## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p><b>Output 3.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>Target population participates in identification, planning, implementation and maintenance of activities.</p> <p>Partners have enough staff and honour commitments.</p> <p>Secure access to distribution points.</p> <p>No pipeline breaks occur and sufficient food is available in shops.</p> <p>WFP and partners respect field-level agreements. Insecurity does not affect shopkeepers or beneficiaries.</p> <p>Food and fuel prices remain stable.</p>
<p><b>Output 3.2</b> Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure</p>	<p>Raw materials and tools are accessible in target areas.</p> <p>Communities participate in maintaining assets created.</p> <p>Qualified trainers are available.</p>
<p><b>Output 3.3</b> Increased WFP food purchase from regional, national and local markets and smallholder farmers</p>	<p>Quantity of food purchased locally through local and regional purchases (in mt)</p>	<p>Food is available locally in sufficient quantity and quality.</p>



**ANNEX III**

**State of Palestine PRRO 200709**



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

---

## ACRONYMS USED IN THE DOCUMENT

CSI	coping strategy index
FAO	Food and Agriculture Organization of the United Nations
FCS	food consumption score
GDP	gross domestic product
GFA	general food assistance
M&E	monitoring and evaluation
PMTF	proxy means testing formula
PRRO	protracted relief and recovery operation
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East