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برنامج الأغذية العالمي

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Operational matters
For information

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Crisis response revision of Lebanon country strategic plan and corresponding budget increase

Document revised based on comments received from Board members – approved by the WFP Executive Director and the FAO Director-General on 19 July 2019

	Current	Change	Revised
Duration	1 January 2018 – 31 December 2020	No change	1 January 2018 – 31 December 2020
Beneficiaries	622 338	212 710	835 048
(USD)			
Total cost	885 050 236	364 354 369	1 249 404 606
Transfer	779 027 064	333 659 169	1 112 686 233
Implementation	35 657 732	4 679 192	40 336 924
Adjusted direct support costs	16 348 290	3 778 418	20 126 708
Subtotal	831 033 086	342 116 779	1 173 149 865
Indirect support costs (6.5 percent)	54 017 151	22 237 591	76 254 741

Gender and age marker* 2A

* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

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Rationale

1. Eight years into the conflict, the Syrian civil war continues to cause a regional protracted refugee crisis. Lebanon still has the highest concentration of refugees per capita in the world, hosting 1.5 million Syrian refugees out of a Lebanese population estimated as 6 million. The 2018 Vulnerability Assessment of Syrian Refugees in Lebanon¹ (VASyR), conducted jointly by WFP, Office of the United Nations High Commissioner for Refugees (UNHCR), and the United Nations Children's Fund (UNICEF), as well as quarterly food security outcome monitoring reports conducted by WFP, indicate that Syrian refugees continue to require assistance: fifty-one percent of households were unable to meet their basic needs and have expenditure levels below the survival minimum expenditure basket (SMEB) of USD 87 per person per month. Thirty-four percent of Syrian refugee households are moderately to severely food-insecure, out of which, more than 20 percent were households headed by women.
2. The 2017 Vulnerability Assessment of Refugees of Other Nationalities in Lebanon (VARON)² conducted by UNHCR and its partners also indicates that around 87 percent of the 18,200 non-Syrian and non-Palestinian refugees, namely 15,834 people (mainly refugees from Iraq and Sudan) experienced some degree of food insecurity, including 15.4 percent of severely and moderately food-insecure population. While most households are eating an adequate quantity and variety of food, the coping strategies they are adopting in order to do so are concerning. Most households reported reducing expenditure on essential non-food expenses like healthcare and education in order to cope with a lack of money to buy food. One in four households (24 percent) reduces the number of meals they eat per day each day of the week.
3. In addition, the VASyR also indicates that 61 percent of Syrian school-age children are out of school due to lack of transport and the necessity for children to work to earn income for the family. The protracted Syrian crisis also continues to affect the vulnerable Lebanese population which is estimated to be 27 percent of the population.³
4. Thus, this country strategic plan fourth revision seeks to adjust planning figures for the below activities in light of the context in Lebanon. These are:
 - Activity 1: Increase the number of beneficiaries for 2019 and 2020 from the original plan for Activity 1, which assumed a decrease in the Syrian refugee population in 2019 and 2020. The increase is in line to support the same number of vulnerable refugees with life-saving assistance as in 2018. Support to refugees of other nationalities than Syrian and Palestinian will also be added.
 - Activity 2: i) Increase the requirements for school snacks from the current 50 schools to 100 schools (from 17,000 students to 34,000 students) which host Syrian students, in order to provide an incentive for regular school attendance; ii) remove the cash-for-education component in 2019 and 2020 due to discontinuation of this activity as instructed by the Ministry of Education and Higher Education; and iii) remove the in-kind portion of Activity 2, which is no longer being implemented.
 - Activity 3: Increase the number of participants for 2019 and 2020. As the ration provided is meant to support the needs of the entire household, the beneficiary number has also been corrected to reflect participants and their family members.

¹ UNHCR, WFP and UNICEF; 2018; Vulnerability Assessment of Syrian Refugees in Lebanon – VASyR 2018. <https://data2.unhcr.org/en/documents/details/67380>

² UNHCR; 2017; Vulnerability Assessment for Refugees of Other Nationalities in Lebanon – VARON 2017. <https://data2.unhcr.org/en/documents/details/64387>

³ Central Administration of Statistics and the World Bank; 2015; Measuring poverty in Lebanon using 2011 household budget survey.

- Activity 4: Decrease the livelihood programme requirements from 12,750 participants to 3,883 participants for Activity 4 in 2019 and 2020, considering the needs and capacity of partners to implement programmes.

Changes

Strategic orientation

5. The first revision of the WFP Lebanon country strategic plan was approved in November 2018 by the country director to: i) reallocate the budget and beneficiaries from 2020 to 2018 in Activity 1 in order to provide food assistance to the same number of Syrian refugees as in 2017 without changing the total number of beneficiaries to be assisted nor the total budget⁴; ii) cater for the introduction of multi-purpose cash to cover the basic needs of Syrian refugees under Activity 1 and subsequently an increase in the budget; iii) introduce "capacity strengthening" budget line in Activity 3 to support the host community; and iv) reallocate budget from 2020 to 2018 in Activity 5 in order to cater for the increased needs of vulnerable Lebanese.⁵
6. Given the introduction of assistance to non-Syrian, non-Palestinian refugees under Activity 1, the output statement will be changed from:
 - [Existing output] Targeted Syrian refugees and Palestinian refugees from the Syrian Arab Republic receive unconditional food assistance through cash-based transfers (CBTs) to meet their basic food and nutrition needs.To:
 - [Revised output] Targeted refugees receive unconditional food assistance through CBTs to meet their basic food and nutrition needs.
7. No additional changes are being made to the strategic orientation of the country strategic plan (CSP) through this current CSP fourth revision.

Strategic outcomes

Targeting approach and beneficiary analysis:

8. Activity 1: Out of the 765,000 Syrian refugees considered to be under the SMEB according to the 2018 VASyR, WFP aims to target 695,000 Syrian refugees under Activity 1. This considers an equal level of funding that WFP expects to receive from the donor community as in previous years, interventions by other humanitarian actors, and maintaining stable long-term support to be provided to the most vulnerable. Those who are under the SMEB but not targeted under Activity 1 will be prioritized to be included in the Activity 3 and 4. Biometric validation exercises have been carried out regularly in the past, and will be carried out more frequently from 2019 onwards, to ensure that assistance is provided to the right beneficiaries.

⁴ When the CSP was drafted, a projection was made for a number of voluntary returns of Syrian refugees; however, the number of refugees in-country has not decreased. As such, the number of beneficiaries served is greater than originally planned for 2018, and the number remained the same in 2019, and is expected to remain the same for 2020.

⁵ Revision 2 and 3 were technical revisions for simplification of cost structure and updated indirect support costs (ISC) value.

9. A similar targeting approach, jointly devised with UNHCR, will be used for non-Syrian, non-Palestinian refugee support. According to UNHCR, out of approximately 18,200 refugees of other nationalities, approximately 11,900 people are estimated to have expenditure levels which are below the poverty line. Out of this population, WFP intends to target 10,000 refugees who have been validated by UNHCR. WFP will furthermore provide assistance to 17,000 Palestinian refugees from the Syrian Arab Republic. The total number of refugees to be assisted by WFP under Activity 1 for Syrian, Palestinian, and other nationalities will be 722,000.
10. Activity 2: WFP will continue to provide school snacks, targeting both Syrian and Lebanese male and female schoolchildren aged 5 to 14 who attend public primary schools. A double-shift system, whereby Lebanese students attend the morning shift and Syrian students attend the afternoon shift, were established to accommodate the needs of Syrian students since the crisis started. Given the success of school snacks in the past with a retention rate of 99 percent in WFP-assisted schools, WFP intends to expand the coverage, reaching 13,000 Lebanese students and 21,000 Syrian students.
11. The cash for education component (cash is given to parents when children were registered in schools) which was budgeted in 2019 and 2020 will be removed through this revision, due to discontinuation of this activity as instructed by the Ministry of Education and Higher Education. This decision was taken considering the limited result on attendance rate for this cash for education activity, demonstrated in the evaluation conducted in 2018.⁶
12. Activity 3 and 4: No changes are foreseen in the targeting methodology of individual capacity strengthening activities through food for training or asset creation and livelihood support activities. The number of participants for activity 3 has been increased for 2019 and 2020 however, while the number of beneficiaries supported under activity 4 has been reduced, reflecting the need for support needs at community level and the capacity of partners to implement programmes.

Transfer modalities

13. WFP will continue to use CBT as transfer modality to reach the targeted beneficiaries. CBT has been the modality of choice by the country office since the beginning of the Syrian crisis, considering that Lebanon is a middle-income country with a highly market-reliant population.
14. For Activity 2, school snacks will continue to be purchased locally by our cooperating partners and distributed in schools (therefore budgeted and recorded as CBT instead of in-kind). This proved to be efficient considering the relatively small quantity of food products purchased. As WFP will not be procuring food directly, but through cooperating partners, the in-kind element in the budget will be removed in the current CSP fourth revision.

Country office capacity

15. With the aim to provide sustainable and reliable services to beneficiaries WFP serves, the country office is going through a staff alignment exercise and planning to invest in staffing capacity. A higher budget for staff costs than in previous years is foreseen. WFP intends to engage additional cooperating partners to expand the school snacks programme

⁶ American Institutes for Research and UNICEF; 2018; Evaluation of No Lost Generation 'Min Ila', a UNICEF and WFP Cash Transfer Program for Displaced Syrian Children in Lebanon. Impact Evaluation Report Endline. <https://reliefweb.int/sites/reliefweb.int/files/resources/67504.pdf>

Monitoring and evaluation

16. WFP will continue to regularly monitor primary outcomes, outputs and processes based on WFP's Corporate Results Framework and monitoring guidelines. Food security outcome monitoring will continue to be conducted regularly, which allows comparisons between beneficiaries and non-beneficiaries, to inform programme adjustments and decision making. The new form of biometric validation, which will take place on a quarterly basis in 2019, will be closely monitored by WFP and cooperating partners to ensure a proper roll-out. WFP will also continue to conduct gender-responsive monitoring to assess the contribution of WFP programmes in advancing gender equality and empowering all persons. WFP will also continue to monitor access to, participation in and benefit from assistance by persons with disabilities to ensure outcomes are also achieved for this group.

Proposed exit strategy

17. With support from the Government, WFP will remain in Lebanon as long as assistance is needed to meet the food and nutrition needs of refugees and host communities. WFP will gradually scale down its operations once Syrian refugees begin returning home. According to UNHCR, about 17,000 Syrian refugees returned home in 2018⁷; however, the number is still limited compared to the overall number of Syrian refugees in Lebanon, which is estimated to be 1.5 million people. Meanwhile, the CSP will shift to a greater emphasis on institutional capacity strengthening to enable the Lebanese Government to increasingly manage its programmes and achieve SDGs 2 and 17, including national social safety net programmes. For example, WFP is currently supporting the Ministry of Education in the development of a national school feeding policy to provide an official framework for the on-going school feeding programme and guidance to the Ministry of Education and other partners when it launches its own programme. WFP also provides capacity-building support to the Ministry of Social Affairs to manage the National Poverty Targeting Programme.

Risk management

18. No changes in this revision.

Beneficiary analysis

19. Considering Activity 3 provides a cash transfer to training participants, which is also meant to cover the food needs of those participants' household members, the number of beneficiaries has been modified in the below table through the current CSP fourth revision to show all the household members of the participants as beneficiaries. The Lebanon CSP, as well as the CSP first revision showed the number of participants as the number of beneficiaries.

⁷ 11,133 self-organized and General Security Office facilitated group, in addition to 5,596 spontaneous returns, according to UNHCR.

TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY*							
Strategic outcome	Activity	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total
1	1. cash-based transfers	Current**	118 350	123 084	141 494	143 072	526 000
		Increase/decrease	49 154	(7 564)	75 106	79 304	196 000
		Revised	167 504	115 520	216 600	222 376	722 000
	2. cash-based transfers	Current	-	-	66 500	66 500	133 000
		Increase/decrease	-	-	17 000	17 000	34 000
		Revised	-	-	83 500	83 500	167 000
	2. Food***	Current	-	-	10 000	10 000	20 000
		Increase/decrease	-	-	(1 500)	(1 500)	(3 000)
		Revised	-	-	8 500	8 500	17 000
2	3. cash-based transfers	Current	4 500	4 500	-	-	9 000
		Increase/decrease	5 493	2 393	12 925	13 269	34 080
		Revised	9 995	6 893	12 924	13 269	43 080
	4. cash-based transfers	Current	18 408	18 169	21 437	21 676	79 690
		Increase/decrease	(3 619)	(7 969)	(2 302)	(2 040)	(15 930)
		Revised total	14 790	10 200	19 125	19 635	63 750
3	5. cash-based transfers	Current	12 412	12 876	16 356	16 356	58 000
		Increase/decrease	-	-	-	-	-
		Revised total	12 412	12 876	16 356	16 356	58 000
Total (without overlap)		Current	116 773	121 009	191 625	192 931	622 338
		Increase/decrease	39 910	41 360	65 497	65 943	212 710
		Revised	156 685	162 369	257 121	258 873	835 048

* There is no change in Activity 5 beneficiary figure.

** Adjustments are made in the breakdown of women, men, girls and boys to be in line with the total.

*** Although in-kind food of school meals have been removed through this revision, there are still shown in this table, as in-kind food was budgeted in 2018 and this revision cannot remove the 2018 in-kind requirements retroactively.

Transfers

Strategic outcome	Strategic outcome 1			Strategic outcome 2		Strategic outcome 3
Activity	Activity1		Activity 2	Activity 3	Activity 4	Activity 5
Beneficiary type	Refugees	Syrian refugees considered the most vulnerable (multi-purpose cash)	Syrian and Lebanese children	Syrian refugees and vulnerable Lebanese	Syrian refugees and vulnerable Lebanese	Vulnerable Lebanese
Modality	cash-based transfers	cash-based transfers	cash-based transfers	cash-based transfers	cash-based transfers	cash-based transfers
cash-based transfers (USD/person/day)	0.9	2.1	0.7	4	4	0.9
Number of feeding days per year	360	360	140	50	50	360

Food type/cash-based transfers	Current budget		Increase/decrease		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Pre-packaged parcels	2 274	3 710 702	-1 596	-2 604 002	678	1 106 701
Total (food)	2 274	3 710 702	-1 596	-2 604 002	678	1 106 701
Cash-based transfers value		637 167 001		364 508 143		1 001 675 144
Total (food and cash-based transfer value)	2 274	640 877 704	-1 596	361 904 141	678	1 002 781 845

Cost breakdown

	Strategic result 1	Strategic result 1	Strategic result 1	Strategic result 8	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	
Focus area	crisis response	resilience building	root causes	crisis response	
Transfer	455 790 928	-122 131 365	0	-394	333 659 169
Implementation	4 040 202	598 308	-6 168	46 850	4 679 192
Adjusted direct support costs					3 778 418
Subtotal					342 116 779
Indirect support costs (6.5 percent)					22 237 591
Total					364 354 369

	Strategic result 1	Strategic result 1	Strategic result 1	Strategic result 8	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	
Focus area	crisis response	resilience building	root causes	crisis response	
Transfer	926 359 974	138 834 151	44 059 896	3 432 212	1 112 686 233
Implementation	27 380 716	10 790 115	564 006	1 602 087	40 336 924
Adjusted direct support costs	16 874 701	2 406 706	764 000	81 301	20 126 708
Subtotal	970 615 391	152 030 972	45 387 902	5 115 599	1 173 149 865
Indirect support cost (6.5 percent)	63 090 000	9 882 013	2 950 214	332 514	76 254 741
Total	1 033 705 391	161 912 985	48 338 116	5 448 113	1 249 404 606

ANNEX

COUNTRY PORTFOLIO BUDGET (USD)					
	2017	2018	2019	2020	Total
Strategic outcome 1	0	-16 985	171 344 165	288 503 950	459 831 131
Strategic outcome 2	0	0	-78 738 993	-42 794 063	-121 533 057
Strategic outcome 3	0	0	-3 038	-3 130	-6 168
Strategic outcome 4	0	0	23 031	23 424	46 456
Direct support costs	0	0	2 014 977	1 763 440	3 778 418
Indirect support costs	0	-1 104	6 151 609	16 087 085	22 237 591
Total	0	-18 089	100 791 751	263 580 707	364 354 369

Acronyms used in the document

CBT	cash-based transfer
CSP	country strategic plan
SMEB	survival minimum expenditure basket
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VASyR	Vulnerability Assessment of Syrian Refugees in Lebanon