

Crisis response revision of State of Palestine country strategic plan (2023–2028) and corresponding budget increase

| | Current | Change | Revised |
|-------------------------|--------------------------------------|--------------------|--------------------------------------|
| Duration | March 2023– February 2028 | n/a | March 2023– February 2028 |
| Beneficiaries | 440 500 | 1 000 000 | 1 440 500 |
| (USD) | | | |
| Total cost (USD) | 608 487 590 | 642 343 736 | 1 250 831 327 |
| Transfer | 530 419 336 | 574 667 238 | 1 105 086 575 |
| Implementation | 27 888 021 | 9 727 627 | 37 615 649 |
| Direct Support Costs | 21 415 664 | 18 740 392 | 40 156 056 |
| Sub-total | 579 723 022 | 603 135 258 | 1 182 858 280 |
| Indirect Support Costs | 28 764 568 | 39 208 479 | 67 973 047 |

Gender and age marker code*: 4

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

Rationale

1. This budget revision 2 will facilitate several operational adjustments to the State of Palestine country strategic plan (CSP) (2023–2028) in line with the wider humanitarian flash appeal.¹ These changes include:
 - an increase in beneficiaries receiving assistance under activity 1 (general food assistance);
 - the addition of two new service provision activities (6 and 7) and increasing the budget of activity 5 (inter-agency services) under CSP outcome 4;
 - a revision to the in-kind food basket under activity 1 (general food assistance); and
 - a corresponding increase of USD 642 million in the overall budget.
2. Since October 2023, the escalation of conflict between Hamas and Israel has led to the deaths of at least 30,000 Palestinians² and injured some 67,000 more. In Gaza, entire neighbourhoods, schools and hospitals have been destroyed, and supply chains have been severely disrupted, leaving the entire population (estimated 2.2 million people) with depleted out food, water or essential supplies, and displacing 1.7 million people.³ Prior to the conflict, two-thirds of Gaza's population were dependent on humanitarian assistance. Now, 2.2 million people face crisis or worse levels of acute food insecurity.⁴ In December

¹ United Nations Office of Coordination of Humanitarian Affairs. 2023. [Flash Appeal for the Occupied Palestinian Territory 2023](#).

² United Nations Office of Coordination of Humanitarian Affairs. 2023. [Occupied Palestinian Territory](#) (accessed on 7 March 2024)

³ *Ibid* (accessed on 19 February 2024).

⁴ Integrated Food Security Phase Classification. 2024. [Alerts Archive – Issue 94](#).

2023, the Integrated Food Security Phase Classification (IPC) analysis⁵ found devastating levels of food insecurity in Gaza, with 50 percent of the population (1.17 million people) found to be in emergency (IPC phase 4) and a further 25 percent (more than half a million people) facing catastrophic/famine (IPC phase 5) levels of food insecurity. These IPC findings highlight the increasing risk of famine occurring within the first half of 2024 should the current situation persist or worsen.

3. The West Bank is also grappling with rising levels of hunger, with an estimated 600,000 people vulnerable to food insecurity as of December 2023.⁶ This is owing to several factors, including displacement, the revocation of work permits from Israel and imposed curfews, which have caused economic turmoil in the private sector, and the economy contracting by 22 percent,⁷ resulting in the loss of 276,000 jobs.⁸
4. As part of the wider humanitarian flash appeal for the State of Palestine, WFP will scale-up operations to provide emergency food assistance to 1.1 million food-insecure people in Gaza and 200,000 in the West Bank. Assistance will be provided through a diverse range of modalities, allowing WFP the flexibility needed to respond to the evolving needs and context.
5. WFP and humanitarian partners face tremendous challenges in providing life-saving humanitarian assistance to people in Gaza, including the unsafe operating environment, a general breakdown of law and order, and impeded humanitarian access, including to food-insecure populations in northern Gaza. These challenges are further compounded by a shortage of fuel as well as limited internet connectivity and electricity, which are essential to meeting minimum operational standards. In order to support other humanitarian actors to reach and assist vulnerable populations throughout Gaza, WFP will upscale logistics efforts under activity 5 (inter-agency services) and provide additional mandated services, including through the emergency telecommunications cluster to improve humanitarian connectivity, communication and coordination. Also, WFP is establishing an air service route through the United Nations Humanitarian Air Service (UNHAS) for the transport of passengers and light cargo from Cairo to El-Arish, in Egypt, and onward to Rafah.

Changes

Strategic orientation

6. Budget revision 2 incurs no changes to the strategic orientation of the CSP, however it will add two additional service provision activities under CSP outcome 4 (WFP strategic outcome 5) and corresponding outputs as follows:
 - [NEW] Activity 6: *Provide United Nations Humanitarian Air Services to the humanitarian and development community.*
 - OUTPUT (6.1): Humanitarian and development actors benefit from the availability of the United Nations Humanitarian Air Service to assist vulnerable people.
 - [NEW] Activity 7: *Provide mandated Emergency Telecommunications Cluster services to the humanitarian and development community.*

⁵ *Ibid.*

⁶ Palestine Food Security Sector. 2023. [West Bank: Situation Overview # 2](#).

⁷ Palestinian Central Bureau of Statistics and Palestine Monetary Authority. 2023. [Press Release: The Performance of the Palestinian Economy for 2023, and Economic Forecasts for 2024](#).

⁸ International Labour Organization and Palestinian Central Bureau of Statistics. 2023. [Impact of the escalation of hostilities in Gaza on the labour market and livelihoods in the Occupied Palestinian Territory: Bulletin No. 2](#).



- OUTPUT (7.1) Humanitarian and development actors benefit from improved ICT coordination and services to assist vulnerable populations.

Country strategic plan outcomes

Targeting approach and beneficiary analysis

7. To address the increasing needs identified in the State of Palestine by the IPC analysis,⁹ WFP and other actors will aim to collectively provide emergency food assistance to 2.2 million people in Gaza each month until the end of 2024. Under activity 1 (general food assistance) WFP plans to provide emergency food assistance to a caseload of 1.1 million food-insecure people in Gaza and this will be scaled up if and as needed in coordination with other actors. All efforts will be undertaken to facilitate regular food assistance for all vulnerable groups in all accessible areas, while collectively maximizing the use of available resources.
8. In the West Bank, activity 1 (general food assistance) will provide emergency food assistance to an additional 200,000 food-insecure people, based on targeting and prioritization criteria which draw from social safety net registries to identify beneficiaries. WFP will also coordinate with the Ministry of Social Development, the Food Security Sector and the Cash Working Group to both identify beneficiaries and deduplicate assistance.

Transfer modalities

9. Under activity 1 (general food assistance), WFP will initially focus on providing in-kind assistance in the form of ready-to-eat rations, food parcels, hot meals and bread, noting that there are times where commercial goods are available, and other times where shops and markets lack sufficient supplies or are completely devoid of essential goods. WFP will maintain flexibility to shift between baskets and adjust the composition of assistance as needed to adapt to the evolving context and needs, in-kind assistance will aim to provide a combination of fresh produce, bread, canned and fortified foods, and nutrient-dense complementary foods (date bars and high energy biscuits). In-kind rations will aim to meet 100 percent of the daily kilocalorie requirements. When conditions permit, WFP will resume cash-based transfers (CBTs) in Gaza through the provision of unrestricted multipurpose cash, e-vouchers or top-ups to national safety nets.
10. To ensure nutritionally-vulnerable groups are able to meet their specific dietary needs and prevent malnutrition, WFP will also provide life-saving nutrient-dense complementary foods to children aged 6–59 months and pregnant and breastfeeding women and girls (PBWG) in Gaza. Specifically, WFP will provide medium-quantity lipid-based nutrient supplement (LNS-MQ) to children aged 6-59 months and PBWG, alongside social behaviour change initiatives to ensure optimal use and acceptance of the LNS-MQ.
11. In the West Bank, given market functionality and in line with the Cash Working Group, beneficiaries under activity 1 (general food assistance) will receive a CBT equivalent to the food portion of the minimum expenditure basket.

⁹ Integrated Food Security Phase Classification. 2024. [Alerts Archive – Issue 94](#).

Service provision

12. WFP will also activate the emergency telecommunications cluster to support access to independent and reliable shared communications services for humanitarian actors, and to enhance coordination with global partners and key local actors. This includes providing predictable communication between personnel delivering life-saving assistance, sharing of real-time information, effective tracking of United Nations' movements in support of humanitarian operations, strengthened situational awareness, and the ability to keep staff informed of pertinent changes in the security situation, enabling a more efficient and effective response. Reliable communication provides security and safety for United Nations personnel, enabling them to stay connected, request assistance, and receive guidance from security personnel.
13. Due to difficulties faced by humanitarian actors in reaching the only functioning personnel entry point into Gaza (the Rafah border crossing with Egypt), WFP will establish an UNHAS flight route between Cairo and El-Arish to facilitate humanitarian access and the transport of light cargo, such as essential equipment and relief items, while also providing a mechanism for security and medical evacuations as needed.
14. In addition, under activity 5 (inter-agency services), the logistics cluster has been activated to coordinate and facilitate the delivery of aid for humanitarian agencies through the Jordan and Egypt supply chain corridors, as well as the Rafah crossing point. The cluster supports humanitarian partners to scale up and expedite humanitarian assistance into Gaza.

Risk management

15. WFP is operating in a highly volatile environment where the scale of the conflict, population displacement and food insecurity have created many new risks, including significant access constraints and insecurity affecting beneficiaries and humanitarians alike. In light of the conflict, the country office has benefited from the short term deployment of a dedicated risk officer, strengthened internal controls, and improved risk management by regularly reviewing prevailing risks and undertaking mitigation measures.
16. *Operational scale-up:* WFP is responding to unprecedented catastrophic levels of food insecurity in Gaza, combined with the challenges presented by the rapid decline of law and order, by increasing the operational response to meet the enormity of the population's needs and mitigate the risk of famine. The office scale-up includes investments across the supply chain, expanding partnerships and distribution capacity, and increasing staffing through a robust process comprising reference checks, vetting, and adherence to current and future enhanced due diligence processes.
17. *Access:* The scale of the conflict is extensive and the operating environment continues to be hindered by the presence of military operations, destroyed infrastructure and services, and the breakdown of law and order, rendering it extremely challenging to deliver humanitarian assistance to beneficiaries across Gaza. With only two border crossings currently operational, Rafah and Kerem Shalom, the quantities of food and humanitarian supplies entering Gaza meet only a fraction of the soaring needs. To mitigate the risk of further access challenges, WFP has planned to diversify upstream supply chain routes, including: a) establishing Port Said and El-Arish hubs in Egypt; b) opening an additional corridor through Jordan; and c) maintaining operability at the port of Ashdod to enable swift resumption of this corridor, when possible. Downstream, WFP will continue to promote the opening of further entry points into Gaza, advocating for a ceasefire and for deconflicted and unhindered access to deliver humanitarian assistance inside Gaza, and engaging with communities for operational acceptance and ownership.

18. *Assurance*: The breakdown of law and order and increased criminality, exacerbated by the dire conditions in Gaza, impacts WFP’s ability to ensure safe deliveries and targeted distributions to the most vulnerable. WFP is working to limit these risks, including through intentional engagement with civil society and community leaders to improve safeguarding and targeting of assistance; monitoring the passage of food convoys from warehouses to their intended destinations, alternating patterns and schedules of delivery; carrying out robust third-party monitoring of distributions; enhancing community feedback mechanisms and beneficiary communications; and regularly coordinating with other actors to ensure that assistance reaches intended beneficiaries. To alleviate fraud and corruption risks among WFP vendors, partners, or employees, including any collusion, WFP has integrated anti-fraud and anti-corruption clauses in all contractual instruments and continues to implement clear delineation of roles and responsibilities for procurement and financial actions.
19. *Insufficient funding*: The required scale-up of the response is contingent upon available and timely resourcing. Should resources not materialize in time or be insufficient, WFP would be forced to prioritize assistance, likely through the reduction of rations. This could in turn lead to a further exacerbation of food insecurity. WFP will continue to communicate the increasing needs with donors and advocate for flexible and timely funding in line with the flash appeal for the State of Palestine.

Accountability to affected populations, protection risks, restrictions of gender and disabilities

20. WFP has taken steps to improve its community feedback mechanisms, enabling beneficiaries to provide feedback and report issues to WFP in a timely manner, including through a new upgraded community feedback mechanisms platform with additional communication channels. WFP continues to update its standard operating procedures to adapt to the changing context. Where possible, WFP continues to engage directly with affected and at-risk communities to identify their specific needs and find solutions to ensure they can access assistance.

| TABLE 1: DIRECT BENEFICIARIES BY COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY | | | | | | | |
|---|-----------------------------|----------------------|--------------------------|------------------------|---------------------------|--------------------------|------------------|
| CSP outcome | Activity | Period | Women (18+ years) | Men (18+ years) | Girls (0-18 years) | Boys (0-18 years) | Total |
| 1 | 1 | Current | 137 823 | 133 919 | 80 227 | 86 031 | 438 500 |
| | | Increase/ (decrease) | 186 531 | 257 104 | 269 641 | 286 724 | 1 000 000 |
| | | Revised | 324 354 | 391 023 | 349 868 | 372 755 | 1 438 000 |
| 2 | 2 | Current | 1 250 | 1 250 | 0 | 0 | 2 500 |
| | | Increase/ (decrease) | 0 | 0 | 0 | 0 | 0 |
| | | Revised | 1 250 | 1 250 | 0 | 0 | 2 500 |
| Total (without overlap) | Current | | 139 073 | 135 169 | 80 227 | 86 031 | 440 500 |
| | Increase/ (decrease) | | 186 531 | 257 104 | 269 641 | 286 724 | 1 000 000 |
| | Revised | | 325 604 | 392 273 | 349 868 | 372 755 | 1 440 500 |

Transfers

| TABLE 2: FOOD RATION (g/person/day) AND CASH-BASED TRANSFER VALUES (USD/person/day) BY COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY | | | | | | | | | | |
|---|--|-------|-----------|------------------------------------|----------------------|-----------------|-------------------------------|------|--------------------------|---|
| | Country strategic plan outcome 1 | | | | | | | | | |
| | Activity 1 | | | | | | | | | |
| Beneficiary type | Vulnerable and food-insecure Palestinians (emergency response) | | | | | | Children 6–59 months and PBWG | | Women-headed households | Households with persons with disabilities |
| Modality | In-kind food | Bread | Hot meals | Food parcels/ ready-to-eat rations | Cash (multi-purpose) | CBTs (standard) | Cash (multi-purpose) | Food | CBTs (standard + top-up) | CBTs (standard + top-up) |
| Fortified cereals (wheat flour/pasta/rice) | 300 | 333 | 200 | | | | | | | |
| Pulses and vegetables | 30.67 | | 100 | | | | | | | |
| Oil | 15 | | 14 | | | | | | | |
| Tomato paste | | | 3.33 | | | | | | | |
| Iodized salt | 5 | 9 | | | | | | | | |
| Sugar | | 9.25 | | | | | | | | |
| Yeast | | 4.17 | | | | | | | | |
| Tuna | 19 | | | | | | | | | |
| Pre-packaged food parcels | | | | 631 | | | | | | |
| LNS-MQ | | | | | | | | 50 | | |
| Total kcal/day | 1 274 | 1 247 | 1 378 | 2 244 | | | | 260 | | |
| % kcal from protein | 12 | 11 | 15.7 | 13.6 | | | | 12.7 | | |
| Cash-based transfers (USD/person/day) | | | | | 1.27 | 0.41 | 1.33 | | 0.58 | 0.48 |
| Number of feeding days per year | 360 | 360 | 180 | 360 | 360 | 360 | 240 | 360 | 360 | 360 |



TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUE

| Food type / cash-based transfer | Current Budget | | Increase | | Revised Budget | |
|---|----------------|--------------------|----------------|--------------------|----------------|--------------------|
| | Total (mt) | Total (USD) | Total (mt) | Total (USD) | Total (mt) | Total (USD) |
| Cereals | 39 420 | 25 432 314 | 128 688 | 77 248 858 | 168 108 | 102 681 172 |
| Pulses | 3 285 | 4 360 989 | 789 | 670 064 | 4 074 | 5 031 053 |
| Oil and Fats | 2 089 | 7 296 138 | 315 | 607 946 | 2 404 | 7 904 084 |
| Mixed and blended foods | 0 | 0 | 7 218 | 15 879 600 | 7 218 | 15 879 600 |
| Other | 3 154 | 25 994 747 | 92 274 | 211 984 655 | 95 428 | 237 979 402 |
| TOTAL (food) | 47 948 | 63 084 187 | 229 284 | 306 391 124 | 277 232 | 369 475 311 |
| Cash-Based Transfers (USD) | | 288 894 060 | | 115 399 188 | | 404 293 248 |
| TOTAL (food and CBT value – USD) | 47 948 | 351 978 247 | 229 284 | 421 790 312 | 277 232 | 773 768 559 |

Cost breakdown

21. The main increase in the budget is under CSP outcome 1 to accommodate the scale-up of life-saving food assistance to food-insecure people. The budget has also increased under CSP outcome 4 to accommodate the logistics cluster under activity 5 (inter-agency services) and newly introduced activities 6 (UNHAS) and 7 (emergency telecommunications cluster).

COST BREAKDOWN OF THE REVISION ONLY (USD)

| SDG targets/ WFP Strategic outcomes | SDG Target 2.1 - WFP Strategic Outcome 1 | SDG Target 2.1 - WFP Strategic Outcome 3 | SDG Target 17.9 - WFP Strategic Outcome 4 | SDG Target 17.16 - WFP Strategic Outcome 5 | TOTAL |
|-------------------------------------|--|--|---|--|--------------------|
| CSP Outcomes | 01 | 02 | 03 | 04 | |
| Focus Area | Crisis Response | Resilience Building | Resilience Building | Crisis Response | |
| Transfer | 546 958 888 | 0 | 0 | 27 708 350 | 574 667 238 |
| Implementation | 8 417 210 | 0 | 0 | 1 310 417 | 9 727 627 |
| Direct support costs | | | | | 18 740 392 |
| Subtotal | | | | | 603 135 258 |
| Indirect support costs | | | | | 39 208 479 |
| TOTAL | | | | | 642 343 736 |

| OVERALL CSP COST BREAKDOWN, FOLLOWING THE REVISION (USD) | | | | | |
|---|---|---|--|---|----------------------|
| SDG targets/ WFP Strategic outcomes | SDG Target 2.1 - WFP Strategic Outcome 1 | SDG Target 2.1 - WFP Strategic Outcome 3 | SDG Target 17.9 - WFP Strategic Outcome 4 | SDG Target 17.16 - WFP Strategic Outcome 5 | TOTAL |
| CSP Outcomes | 01 | 02 | 03 | 04 | |
| Focus Area | Crisis Response | Resilience Building | Resilience Building | Crisis Response | |
| Transfer | 925 665 780 | 12 599 095 | 2 533 940 | 164 287 759 | 1 105 086 575 |
| Implementation | 32 219 127 | 1 966 756 | 380 813 | 3 048 952 | 37 615 649 |
| Direct support costs | 34 990 340 | 580 844 | 116 181 | 4 468 691 | 40 156 056 |
| Subtotal | 992 875 247 | 15 146 696 | 3 030 934 | 171 805 402 | 1 182 858 280 |
| Indirect support costs | 64 536 891 | 984 535 | 197 011 | 2 254 610 | 67 973 047 |
| TOTAL | 1 057 412 138 | 16 131 232 | 3 227 945 | 174 060 012 | 1 250 831 327 |

