



World Food Programme
Programme Alimentaire Mondial
Programa Mundial de Alimentos
برنامج الأغذية العالمي

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Country strategic plan revision

| State of Palestine | country strategic plan (2023 - 2028), revision | 04 |

Gender and age marker code: | 04 |

	Current	Change	Revised
Duration	March 2023– February 2028	n/a	March 2023– February 2028
Beneficiaries	1 440 500	52 500	1 493 000
Total cost (USD)	1 280 823 698	1 637 865 691	2 918 689 389
Transfer	1 131 269 251	1 502 412 409	2 633 681 659
Implementation	38 994 649	24 986 794	63 981 443
Direct support costs	40 756 056	12 087 720	52 843 777
Subtotal	1 211 019 956	1 539 486 923	2 750 506 879
Indirect support costs	69 803 742	98 378 768	168 182 510

DELEGATION OF AUTHORITY FOR APPROVAL: ED+DG FAO

RATIONALE

1. This budget revision (BR04) makes several operational adjustments to the State of Palestine's Country Strategic Plan (CSP) (March 2023 – February 2028) in order to facilitate operational needs for 2025 and adapt WFP's response to the intensification of the conflict in Gaza and the West Bank. Key changes include:
 - i. Adjusting planned beneficiaries for 2025, maintaining assistance to 1.1 million beneficiaries in Gaza, while slightly increasing the number of beneficiaries targeted in the West Bank;
 - ii. Adding new activities for early recovery (Activity 8) and emergency school feeding (Activity 9); and
 - iii. Deactivating Activity 6 (UNHAS); thus
 - iv. Increasing the overall budget by USD 1.6 billion.
2. A year into the conflict, 90 percent of the population in Gaza have been internally displaced, many multiple times.¹ According to the latest IPC assessment, 1.95 million people in Gaza (91 percent of the population) will face acute food insecurity (IPC Phase 3 or worse), with 876,000 people facing emergency (IPC 4) and 345,000 people facing catastrophic (IPC 5) levels of food insecurity by the end of 2024.

¹ <https://www.ochaopt.org/content/reported-impact-snapshot-gaza-strip-31-july-2024>

3. Food security in the West Bank has also significantly deteriorated due to a confluence of economic, political, and social factors, with short-term poverty rates doubling from 12 to 28 percent by mid-2024.² Large-scale Israeli military operations, restrictions of movement and increasing violence have severely impacted the economy and daily life. The West Bank's economy contracted by 22 percent, and the employment rate fell by 27 percent between the third quarter of 2023 and the first quarter of 2024.³ More than 160,000 people lost their work permits for Israel, while an estimated 150,000 additional jobs have been lost in the West Bank due to the deteriorating security situation.⁴ Economic challenges have further hindered the ability of the social protection system to meet the increasing needs across the West Bank, pushing more families into or to the brink of food insecurity.
4. Food production across Gaza continues to be severely impeded by dire shortages of fuel, including cooking gas. According to the Cash Working Group, the very limited entry of commercial supplies into Gaza and the complete disruption of the private sector supply chain have resulted in a near total disappearance of the formal market and high price volatility in the past year. Since the onset of the conflict, the Consumer Price Index (CPI) in Palestine has surged,⁵ largely driven by price hikes in Gaza where the overall CPI has increased by 283 percent year-on-year since September 2023, with the food CPI rising by 312 percent.⁶
5. Access constraints have considerably worsened since mid-2024 and continue to be one of the major barriers to the delivery of aid into and within Gaza, creating a backlog of humanitarian cargo, and incurring demurrage and storage costs. Operating in such a high-risk security environment is further compounding costs, limiting the number of contracting options available inside Gaza, increasing security management costs and resulting in the looting and destruction of commodities and assets. The main border crossings into Gaza have been closed intermittently for many months, exacerbating an already dire humanitarian situation, with food, healthcare, and water supplies critically low. The closure of the Rafah border crossing with Egypt created a significant challenge in accessing food insecure people in Gaza, and has necessitated several adjustments in WFP operations, including the cancellation of the planned United Nations Humanitarian Air Services (UNHAS) which would have facilitated the transport of humanitarian cargo to Rafah. Constant and continuous negotiation at both the field and global level is required for the humanitarian community to continue to be able to deliver services.
6. Should a ceasefire come to fruition and/or a more stable environment allow for a shift in programming, in line with the United Nations Early Recovery Approach and Action Plan for Gaza, WFP plans to commence activities that rapidly restore vital components of the local food system to support local markets and combat acute hunger.⁷ Specifically, WFP plans to utilise cash for work and grants to restore critical assets and provide financial support to food producers, and micro, small and medium enterprises (MSMEs).
7. As of July 2024, all 625,000 schoolchildren in Gaza had lost one full year of their education. Educational infrastructure has been decimated with a reported 92 percent of school buildings damaged. In order to support the mental and physical health of schoolchildren, while paving the way for an eventual return to education, the United Nations Children Fund (UNICEF) and the United Nations Relief and Works Agency (UNRWA) are establishing Temporary Learning Spaces

²<https://thedocs.worldbank.org/en/doc/ce9fed0d3bb295f0363d690224d1cd39-0280012024/original/Palestinian-Econ-Upd-May2024-FINAL-ENGLISH-Only.pdf>

³ Ibid.

⁴ Ibid.

⁵ 2024. Palestinian central bureau of statistics.

⁶ https://www.pcbs.gov.ps/portals/pcbs/PressRelease/Press_En_CPI082024E.pdf

⁷ September 2024. CPI

⁷ UNCT-HCT Draft Early Recovery Approach and Action Plan for Gaza (September 2024)

across Gaza, WFP will collaborate with both agencies to support children's health and education through the complementary provision of nutritious food assistance in these centres.

CHANGES

Strategic orientation

8. BR04 incurs no changes to the strategic orientation of the CSP, however it will add two new activities under CSP outcome 1 (WFP strategic outcome 1) and corresponding outputs. Additionally, Activity 6 (UNHAS) under CSP outcome 4 (WFP strategic outcome 5) will be deactivated. The changes are as follows:

[NEW] Activity 8: Provide support to crisis-affected people, including through direct transfers, to contribute to the restoration of local food systems and improve food security.

Output (8.1): Crisis-affected people benefit from the restoration of food systems and community and household assets to improve their access to food.

[NEW] Activity 9: Provide food assistance to crisis-affected school-aged children.

Output (9.1): Crisis-affected school-aged children receive food assistance at schools and Temporary Learning Spaces to contribute to meeting their food and nutrition needs.

[DEACTIVATED] Activity 6: Provide United Nations Humanitarian Air Services to the humanitarian and development community.

Targeting approach and beneficiary analysis:

9. Under Activity 1 (general food assistance), in coordination with other humanitarian actors WFP will continue to support 1.1m beneficiaries in Gaza. In the West Bank, an additional 2,500 food-insecure Bedouins will be targeted to receive in-kind assistance, while up to 50,000 additional food insecure people will be targeted to receive monthly emergency cash assistance using the existing targeting approach, while also considering the impact of recent escalations on food insecurity and coping capacities.
10. Under Activity 8 (early recovery), WFP plans to utilise a community-based participatory approach to target up to 60,000 participants, especially unemployed youth, with early recovery activities ultimately benefiting an estimated 300,000 crisis-affected people. Activities will be designed based on community consultations and in coordination with other actors, with the aim to restore and resume essential food systems and basic services that contribute to food security (including water and sanitation).
11. Under Activity 9 (emergency school feeding), WFP will target up to 437,000 school-aged children based on their engagement with the Temporary Learning Spaces supported by UNRWA and UNICEF and other Education Cluster partners.

Transfer modalities:

12. Under Activity 1, impeded market functionality and the collapse of financial ecosystems and infrastructure in Gaza continue to limit the use of cash-based transfers (CBT), necessitating WFP to continue to provide in-kind food for the duration of 2024 and into 2025. WFP will continue to use a number of different in-kind food baskets and hot meals, adapting to operational needs and constraints. Where possible, WFP aims to expand the use of hot meals to accommodate the limitations of cooking facilities available in Gaza.
13. When conditions allow in Gaza, WFP will initiate a transition from in-kind food assistance to CBT to allow for more choice while simultaneously promoting economic recovery. WFP's ambition is to work to improve market functionality and explore alternative payment modalities, enabling

the gradual transition to reach 500,000 people through CBT by the end of 2025. In response to the sharp inflation and subsequent increases in food prices across Gaza, in June 2024 the Cash Working Group increased the Survival Minimum Expenditure Basket value, which resulted in corresponding increases in WFP's planned transfer values under Activity 1 in Gaza for both multi-purpose cash assistance and general food assistance (provided as food vouchers). Similarly in the West Bank, WFP will increase the cash transfer value from USD 12 to USD 14 per person per month to accommodate the increasing cost of the food basket.

14. Under Activity 8 (early recovery) and in coordination with other humanitarian actors, WFP plans to provide assistance using cash transfers, the value of which will be determined by local labour market surveys and based on the specific nature of the work entailed. Participants will receive transfers for a duration ranging from two to six months, varying depending on the nature of the activity.
15. Under Activity 9 (emergency school feeding), WFP plans to provide assistance through a combination of in-kind food and value vouchers to children attending school or engaged with the Temporary Learning Spaces supported by UNRWA and UNICEF. In-kind assistance will primarily comprise of high-energy biscuits or fortified date bars, while to improve the nutritional adequacy of the assistance, value vouchers are provided to facilitate the local purchase of fresh fruit, where possible.

Supply chain:

16. To enable the delivery of food assistance under Activity 1 (general food assistance), WFP will facilitate essential road repairs and debris removal and establish staging areas close to border points inside Gaza for mobile storage units and other essential equipment. In addition, under Activity 1, WFP is piloting a new 'Back to Business' initiative to strengthen the retail sector to enable the implementation of CBT activities in Gaza. To increase the capacity of the local market to absorb WFP's planned CBT caseload in 2025, WFP will aim to reduce retailers' risk of investment by providing either financial grants or temporary shop structures to selected retailers, targeted based on the retailer profile and needs and against agreed business plans.

Service provision:

17. To further augment WFP and other humanitarian actors' ability to deliver humanitarian assistance, WFP will expand service provision activities under this BR. Stemming from sustained demand from partners, WFP will increase the budget for cash transfers under Activity 4 to enable humanitarian and development partners to avail of the WFP platform to provide cash transfers to crisis-affected people across Palestine.
18. Under the Logistics Cluster (Activity 5), WFP will increase the reception capacity for inter-agency cargo at six key staging areas at border crossing sites inside Gaza, increase storage capacity for partner cargo inside Gaza, and augment the fleet size for inter-agency cargo to 150 trucks. Increased warehousing capacity will also be provided for the corridor countries: Egypt and Jordan.
19. Under Activity 7 (Emergency Telecommunications Cluster), WFP will increase the budget allocation to manage the increased costs of operations in Gaza, notably for internet services, light vehicle tracking services, and costs related to improved inter-agency communication.

Risk management:

20. WFP has strengthened the framework for risk-informed and flexible programme delivery, and to enhance the oversight of cooperating partner operations and sustain third-party monitoring and community feedback mechanisms, WFP has recruited a dedicated risk officer.
21. The looting of commodities remains a risk, particularly in south Gaza, where a lack of security enforcement means that looting incidents are likely for all aid convoys. Accordingly, WFP has enhanced mitigation measures, including increased advocacy efforts for the clearance of alternative routes, careful calibration of movement schedules and convoy sizes, and assigning

unarmed security convoy escorts. WFP strives to ensure that assistance reaches targeted beneficiaries and that should any diversion occur, that it is transparently reported. Planned assurance actions include the rollout of real-time, last-mile commodity tracking and the expanded use of digitised assistance delivery solutions. Owing to poor internet coverage and disrupted communication however, all commodity tracking has temporarily reverted to be paper-based and post-factum. WFP will continue to work to improve the operating environment, including through the emergency telecommunications cluster, enabling assurance measures to be enacted as intended to ensure that beneficiaries receive assistance.

22. All United Nations agencies are facing challenges with the humanitarian notification system, a voluntary mechanism used by humanitarian organizations to inform parties to an armed conflict of the location of facilities and movements that are entitled to protection under international humanitarian law. In 2024 WFP has endured attacks on armoured vehicles, warehouses and a staff guesthouse. WFP will continue crucial efforts through diplomatic engagements to enable the scale-up of the ongoing response, to facilitate staff deployment and to open new border crossings into the enclave. High-level diplomacy remains crucial to ensuring humanitarian actors, especially UNRWA, continue to be granted access to operate in Gaza. Should any further constraints be imposed upon UNRWA, WFP's operational capacity and the overall humanitarian response would be significantly impacted.

Beneficiary analysis

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	324 354	391 023	349 868	372 755	1 438 000	
		Increase/decrease	50 226	(83 248)	44 260	41 262	52 500	
		Revised	374 580	307 775	394 128	414 017	1 490 500	
	8	Current	-	-	-	-	-	
		Increase/decrease	60 000	78 900	78 000	83 100	300 000	
		Revised	60 000	78 900	78 000	83 100	300 000	
	9	Current	-	-	-	-	-	
		Increase/decrease	-	-	210 704	226 296	437 000	
		Revised	-	-	210 704	226 296	437 000	
	2	2	Current	1 250	1 250	-	-	2 500
			Increase/decrease	-	-	-	-	-
			Revised	1 250	1 250	-	-	2 500
Total (without overlap)	Current	325 604	392 273	349 868	372 755	1 440 500		
	Increase/decrease	42 647	(89 780)	54 336	45 297	52 500		
	Revised	368 251	302 493	404 204	418 052	1 493 000		

Transfers

TABLE 2: FOOD RATION (g/person/day) AND CASH-BASED TRANSFER VALUES (USD/person/day) BY COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY												
CSP Outcome	1											
Activity	1										8	9
Beneficiary type	Vulnerable and food-insecure Palestinians (emergency response)						Children 6-59 months and PBW/G		Women-headed households	Households with persons with disabilities	Early recovery activity participants	School-age children
Modality	In-kind food (West Bank)	Bread	Hot meals	In-kind food (Gaza)	Cash (multi purpose)	CBTs (standard)	Cash (multi purpose)	Food	CBTs (standard + top-up)	CBTs (standard + top-up)	Cash for work	In-kind food + value vouchers
Fortified cereals (wheat flour/pasta/rice)	300	333	200	399.67								
Pulses and vegetables	30.67		100	152.01								
Oil	15		14	36.8								
Tomato paste			3.33	10.67								
Halawa				9.33								
Iodized salt	5	9		5								
Sugar		9.25										
Yeast		4.17										
Tuna	19											
Pre-packaged food parcels (total kg)				22.04								
LNS-MQ								50				
Fortified biscuits												100
Total kcal/day	1 274	1 247	1 378	2 150				260				430
% kcal from protein	12	11	15.7	11.69				12.7				
Cash-based transfers (USD/person/day)					1.8	0.46	1.33		0.58	0.48	10.81	0.53
Number of feeding days per year	360	360	360	360	360	360	240	360	360	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	168 108	102 681 172	99 594	68 105 225	267 702	170 786 397
Pulses	4 074	5 031 053	10 507	13 060 518	14 582	18 091 571
Oil and Fats	2 404	7 904 084	832	2 661 695	3 237	10 565 779
Mixed and blended foods	7 218	15 879 600	17 842	32 749 410	25 060	48 629 010
Other	95 428	237 979 402	97 751	209 467 340	193 178	447 446 742
TOTAL (food)	277 232	369 475 311	226 526	326 044 187	503 759	695 519 498
Cash-Based Transfers (USD)		404 293 248		483 618 170		887 911 418
TOTAL (food and CBT value - USD)	277 232	773 768 559	226 526	809 662 357	503 759	1 583 430 916

COST BREAKDOWN

TABLE 4: COST BREAKDOWN OF THE REVISION ONLY (USD)					
WFP strategic outcomes	1	3	4	5	Total
CSP outcomes	1	2	3	4	
Focus area	Crisis Response	Resilience Building	Resilience Building	Crisis Response	
Transfer	1 414 450 867	0	0	87 961 542	1 502 412 409
Implementation	23 680 942	0	0	1 305 853	24 986 794
Direct support costs	<i>(no figures in the grey cells)</i>				13 275 720
Subtotal					1 539 486 923
Indirect support costs					98 378 768
TOTAL					1 637 865 691

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	2 340 116 647	12 599 095	2 533 940	278 431 977	2 633 681 659
Implementation	55 900 069	1 966 756	380 813	5 733 805	63 981 443
Direct support costs	46 631 158	457 182	92 073	5 663 364	52 843 777
Subtotal	2 442 647 873	15 023 034	3 006 826	289 829 146	2 750 506 879
Indirect support costs	158 772 112	976 497	195 444	8 238 457	168 182 510
TOTAL	2 601 419 985	15 999 531	3 202 270	298 067 603	2 918 689 389