

**Iraq PRRO 200035**  
**SUPPORT TO VULNERABLE GROUPS**  
**B/R No.: 7**

**PROJECT REVISION FOR THE APPROVAL OF:**

➤ **Deputy Executive Director and Chief Operating Officer**

	<u>Initials</u>	<u>In Date</u>	<u>Out Date</u>	<u>Reason For Delay</u>
<b><u>ORIGINATOR</u></b>				
Country Office or	.....	.....	.....	.....
Regional Bureau on behalf of Country Office				
<b><u>CLEARANCE</u></b>				
Mr. Mohamed Diab				
Regional Director,	.....	.....	.....	.....
Ms. Michelle Barrett				
Project Budget and Programming Officer, RMBP.....	.....	.....	.....	.....
Mr. Laurent Bukera				
Chief, RMBP	.....	.....	.....	.....
Mr. Adrian van der Knaap				
Chief, OSLT	.....	.....	.....	.....
Mr. Finbarr Curran				
Director, RMB	.....	.....	.....	.....
Mr. Stanlake Samkange				
Director, OSZ	.....	.....	.....	.....

**APPROVAL**

Mr. Amir Abdulla  
☒ Deputy Executive Director and COO .....

<b>PROJECT:</b> Iraq PRRO 200035			
<b>Start date:</b> 01 August 2010	<b>End date:</b> 30 June 2014	<b>Extension period:</b> 8 months	<b>New end date:</b> 28 February 2015
	<b><u>Cost (United States dollars)</u></b>		
	<b>Current Budget</b>	<b>Increase</b>	<b>Revised Budget</b>
	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Food Related Costs	49,072,480	(815,600)	48,256,880
Cash and Vouchers and Related Costs	9,250,907	815,600	10,066,507
Capacity Development & Augmentation	1,562,558	1,132,653	2,695,211
DSC	21,705,805	3,133,124	24,838,928
ISC	5,711,422	298,604	6,010,027
<b>Total cost to WFP</b>	<b>87,303,172</b>	<b>4,564,381</b>	<b>91,867,553</b>

**CHANGES TO:**

**Food Tool**

- ☐ MT  
☐ Commodity Value  
☐ External Transport  
☐ LTSH  
☐ ODOC

**C&V Tool**

- ☐ C&V Transfers  
☐ C&V Related Costs

- ☒ CD&A  
☒ DSC  
☒ Project duration  
☐ Other

**Project Rates**

- ☐ LTSH (\$/MT)  
☐ ODOC (\$/MT)  
☐ C&V Related (%)  
☒ DSC (%)

---

## **NATURE OF THE INCREASE / EXTENSION IN TIME**

1. This budget revision (BR) to Iraq's protracted relief and recovery operation (PRRO) 200035 "Support to Vulnerable Groups in Iraq" for a period of eight months to reprioritize the WFP Iraq programme of work and define the future of WFP activities in Iraq. It foresees a budget increase of US\$4.6 million for activities as follows:
  - Redesign of the national school feeding project (NSFP) using commodities produced or purchased in Iraq in line with a decision by the Council of Ministers prohibiting the import of commodities for school feeding and given the sensitivity to the use of High Energy Biscuits (HEB);
  - Continue to support the Ministry of Labour and Social Affairs (MoLSA) in training activities for technical staff in the Ministry involved in registering the vulnerable eligible for social protection;
  - Identify opportunities for WFP to assist the Government of Iraq to strengthen the social safety net and government processes including with the Ministries of Planning, Health and MoLSA at the Central (Baghdad) level and in the Kurdistan Region both within the Programme of Work of the United Nations Development Assistance Framework (UNDAF) and with bilateral consultations with government partners.

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

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

2. The two-year PRRO (2010-12) is founded on the 2008 food security and vulnerability assessment that identified the most food insecure or vulnerable to food insecurity of the Iraqi population due to a lack of economic access to food and/or dependence on the Public Distribution System (PDS).
3. In line with WFP Strategic Objectives 2 ("Support food security and nutrition and (re) build livelihoods in fragile settings and following emergencies") and 3 ("Reduce risk and enable people, communities and countries to meet their own food and nutrition needs") PRRO 200035 and its five subsequent budget revisions aimed to do the following:
  - Support vulnerable groups to restore and rebuild their lives through improved access to food and primary healthcare;
  - Restore attendance and learning and reduce drop-outs among primary schoolchildren in the most food-insecure districts;
  - Support the development of a nationally-owned school feeding programme;
  - Rebuild livelihoods and facilitate resettlement and reintegration of internally displaced persons (IDPs), while rehabilitating productive community assets, creating employment opportunities and increasing purchasing power and access to food; and
  - Reduce moderate acute malnutrition and prevent chronic malnutrition (stunting) in areas with highest levels of malnutrition

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

4. This budget revision is required due to the changed relationship between WFP the Ministry of Education. The Council of Ministers has endorsed the Minister of Education's plan for the NSFP to use locally purchased commodities.

5. The Country Office (CO) requires eight months to conduct market assessments, identify local procurement possibilities, supply chain, and design a nutritious and culturally acceptable food basket. Additional time is required to conduct missions as per security constraints.
6. National elections were held on 30 April 2014. The government will not be formed before September due to vote counting and coalition forming processes. Meeting the new minister may only be possible in the last quarter of 2014.
7. Although food security in Iraq has improved over the years, there is significant need for food assistance among the poor due to inefficiencies in managing the PDS<sup>1</sup>. According to the Iraqi Knowledge Network survey, regional differences of food deprivation<sup>2</sup> remain; districts with highest levels are concentrated in the South and Northwest of the country. Food deprivation increased amongst female-headed households and in urban areas. Limited income, remains the main cause of food insecurity. For the poorest Iraqis, the PDS is the main energy source although dependency decreased from 67 percent in 2007 to 57 percent in 2011.
8. According to the 2011 MICS,<sup>3</sup> there is 22% severe or moderate stunting amongst children, 7% wasting and 3% severe wasting. Stunting is highest in rural areas, poorer families and among the 12-23 months age group. The 2012 national nutrition strategy aims to reduce the prevalence of wasting and stunting to under 10% by 2021. According to MICS 2011, 11% of children are overweight, and the Micronutrient Deficiencies Assessment and Response<sup>4</sup> survey found more than 18% of children 6-12 years are overweight, 6% obese, and 20% anaemic. The National Nutrition Strategy includes interventions against obesity through schools. The NSFP would be designed in consideration of both micronutrient deficiencies and overweight children.
9. 89% of primary school age children attend school, however, only 85% of girls and 77% of the poorest children. One third of girls, 8% of boys, and almost half of students from poorest households leave school before completing six years. This underlines the need for the NSFP as an incentive to keep children in school in targeted areas.

### **Purpose of the Extension**

10. This Budget Revision is an interim measure for the Country Office to reprioritize its programme of work and determine the future of WFP operations in Iraq. Within the overall framework of WFP's new Strategic Plan and specifically Strategic Objective 3 "*Reduce Risk and Enable People, Communities and Countries to meet their own food and nutrition needs*" activities take into consideration (a) changed government policies affecting WFP projects; (b) delay in the ratification of the national budget holding project negotiations and decisions; (c) the national elections on 30 April 2014 and delay in government forming; (d) preliminary discussions at the technical level with line ministries; (e) increased decentralization to the governorates, including budgets; and (f) discussions on joint programming with peer agencies under UNDAF priorities and programme of work.

---

<sup>1</sup> The PDS is a safety net system in which Iraqis qualify for a monthly food basket distributed by specified food agents in their communities. The PDS food basket consists of 3kg rice, 2kg sugar, 1 litre vegetable oil, 9kg wheat flour per person per month, as well as infant formula as needed.

<sup>2</sup> Food deprivation is defined as the proportion of people whose daily dietary intake is less than the minimum dietary energy Requirement (IKN 2011).

<sup>3</sup> The reference standards used here are those published in 2006 by WHO and adopted by UNICEF for Iraq MICS 2011. (Iraq MICS 2011, pp 11).

<sup>4</sup> Republic of Iraq: Iraq National Micronutrient Deficiencies: Assessment and Response 2011-2012

### *School Feeding*

11. In March 2014, the Council of Ministers prohibited the import of commodities for the NSFP; food basket commodities provided to school children should be either produced in Iraq or procured locally. WFP's previous programme from October 2001 to February 2014 imported HEB, providing assistance to 516,261 children in 18 districts across 11 governorates.
12. Discussions have commenced with the MoE to redesign the food basket to include commodities such as date products, UHT milk and fruit. The supply chain would include food agent networks for perishable items and direct deliveries for packaged goods. Iraq has a unique system of government-registered 'food agents'; small shopkeepers that are authorized to distribute the PDS commodities. It is estimated that there are 300,000 food agents and most are within walking distance of the family they serve so within easy reach of schools.
13. Education in Iraq falls under the legislation of the MoE with authority for day-to-day operations delegated to the Governorate Departments of Education. In close coordination with government counterparts and using the most recent vulnerability information from the IKN survey, WFP will identify a small number of vulnerable districts in governorates that express interest in participating in this pilot based on their earlier participation in the NSFP.
14. Focus group discussions with students, teachers and parents will identify preferred foods from a food basket pre-determined by WFP and the MoE for its nutritional value and cultural acceptability. Preferences by gender will be included. As per challenges recently experienced with HEBs, the use biscuits will be carefully considered.
15. Key supports to the design phase include experts in local procurement, a nutritionist/food technologist, an economist and a supply chain expert.
16. WFP will conduct a key commodity availability analysis. According to the MoE, a factory in Babil has the capacity to produce date bars to WFP's specification<sup>1</sup>. FAO has provided infrastructure support to a milk-processing plant in Ninewah with the capacity to produce UHT milk in 200ml packages.
17. Some districts report low enrolment of girls in school, particularly in higher grades. WFP in coordination with partners such as UNICEF, will propose programmes, which could be linked to the social safety net reform.

### *Support to the Ministry of Labour and Social Affairs (MoLSA)*

18. In September 2013 WFP negotiated, on behalf of MoLSA, US\$1.8 million from the government co-financing mechanism to strengthen the Government's ability better target vulnerable groups. Key activities are trainings to enhance the collection of quality primary data. The first workshop took place in May 2014 in Baghdad and two more workshops are planned during 2014.

---

<sup>1</sup> This factory was assessed by WFP in 2009 but was found not suitable: through a grant from the Prime Minister's Advisory Committee (PMAC), it has augmented its infrastructure.

19. In April 2014 the Minister expressed interest in taking over WFP's cash and voucher (C&V) programme for Internally Displaced Persons (IDPs). Through this extension WFP will explore with the Ministry the establishment of a public works programme for Iraq.

#### *Identifying areas where WFP Corporate Tools can Strengthen Government*

20. The two priority areas of UNDAF 2015 – 2019 *Improving the performance and responsiveness of target national and sub-national institutions* and Priority B: *Addressing acute vulnerability and participation gaps* provide WFP with an opportunity to engage with the government on meeting the goals of Iraq's National Development Plan. Over the course of the BR it is expected that the UNDAF Working Group will develop a work plan and series of project proposals that can be used to inform WFP's future programme in Iraq.

### **FOOD REQUIREMENTS**

21. No additional food or cash requirements are envisioned.

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

22. The overarching risk is a severe deterioration of the security situation resulting in government failure. Other risks include delays in the new government's formation, not expected to take place before September.
23. The main operational risks for PRRO 200035 are:
- Contextual – insecurity, limited and/or lack of governance, weak institutions and financial structures;
  - Programmatic – access restrictions and security delay assessments and national staff are unable to travel freely.
24. WFP's risk-management system maximizes the oversight of staff, partners and processes; WFP participates in risk-management activities with UN agencies and the United Nations Assistance Mission for Iraq (UNAMI).

### **Contingency Planning**

25. Iraq remains a fragile state deeply fragmented by war and civil strife. Triggered by domestic factors, violence has shaken Iraq compounded by the Syrian conflict and broader regional setting. Sectorial violence is triggering population displacement in the governorates of Anbar, Kerbala, Diyala and Salahadin. WFP is addressing the needs of these IDPs through EMOP 200677.
26. WFP Iraq has received DFID funds for preparedness activities which will be used to:
- Conduct assessments including nutrition, C&V feasibility;
  - Train staff on emergency assessments and SOPs,
  - Develop a remote management plan;
  - Fund Security Awareness & Induction Training for potential surge staff;
  - Pre-position ICT and security equipment;
  - Include beneficiary accountability in preparedness.
27. The Iraq CONOPs prepared in 2014 is updated regularly and is part of the Humanitarian Country Team inter-agency contingency plan.

## Operational Constraints

28. The security situation inside Iraq poses the biggest operational constraint. Iraq operates within an integrated security system managed by UNAMI.

*Drafted by:* [Hildegard Tuttinghoff/Yaver Sayyed/Asif Niazi (Prog) Amare Lemma (Fin)]  
Iraq Country Office  
*Cleared by:* [Jane Pearce] Iraq Country Office on [17 May 2014]  
*Reviewed by:* [name] Regional Bureau  
*Cleared by:* [name] Regional Bureau on [date]  
*Reviewed by:* [name] Programme Cycle Unit (ODXPS)

### DISTRIBUTION:

DED and COO  
Chief, OSLT  
PGG  
Country Director  
OD Registry

Chief, OSZP, OSZA, OSZI, RMBP  
Programme Officer, RMBP  
Programming Assistant, RMBP  
RMB

Regional Director  
RB Programme Advisor  
RB Programme Assistant  
RB Chrono  
Liaison Officer, OM Cairo

## ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
<i>Food Transfers</i>			
Cereals	-	-	
Pulses	-	-	
Oil and fats	-	-	
Mixed and blended food	-	-	
Others	-	-	
<b>Total Food Transfers</b>	-	-	
External Transport		-	
LTSH		-	
ODOC Food		- 815,600	
<b>Food and Related Costs <sup>1</sup></b>			<b>- 815,600</b>
C&V Transfers		-	
C&V Related costs		815,600	
<b>Cash and Vouchers and Related Costs</b>			<b>815,600</b>
<b>Capacity Development &amp; Augmentation</b>			<b>1,132,653</b>
<i>Direct Operational Costs</i>			1,132,653
Direct support costs (see Annex I-B)			3,133,124
<b>Total Direct Project Costs</b>			<b>4,265,777</b>
Indirect support costs (7.0 percent) <sup>2</sup>			298,604
<b>TOTAL WFP COSTS</b>			<b>4,564,381</b>

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

<sup>2</sup> The indirect support cost rate may be amended by the Board during the project.

## ANNEX I-B

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>WFP Staff and Staff-Related</b>	
Professional staff *	1,288,173
General service staff **	958,921
Danger pay and local allowances	194,540
<b>Subtotal</b>	<b>2,441,634</b>
<b>Recurring and Other</b>	<b>59,000</b>
<b>Capital Equipment</b>	<b>12,000</b>
<b>Security</b>	<b>417,490</b>
<b>Travel and transportation</b>	<b>203,000</b>
<b>Assessments, Evaluations and Monitoring<sup>1</sup></b>	<b>-</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>3,133,124</b>

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

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

---

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





ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Cross-cutting results and indicators</b>		
<b>Gender:</b> Gender equality and empowerment improved	Proportion of women beneficiaries in leadership positions of project management committees <sup>9</sup> <u>TARGET:</u> >50%	Local cultural sensitivities and security situation allows women to participate in planning meetings.
<b>PROTECTION AND ACCOUNTABILITY TO AFFECTED POPULATIONS</b> WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme sites <sup>10</sup> <u>TARGET:</u> 90%	Security situation allows activities to go ahead as planned. Spending on social protection is maintained or increased by new government
<b>Partnerships:</b> Food assistance interventions coordinated and partnerships developed and maintained	<ul style="list-style-type: none"> <li>Proportion of project activities implemented with the engagement of complementary partners <u>TARGET:</u> 50%</li> <li>Number of partner organizations that provide complementary inputs and services <u>TARGET:</u> 2 (MoE, FAO)<sup>11</sup></li> <li>Amount of complementary funds provided to the project by partners (including NGOs, INGOs, Civil Society, Private Sector organizations, International Financial Institutions) <u>TARGET:</u> &gt;90% funding from Social Safety Net (SSN) Partner for CD&amp;A</li> </ul>	Political situation and government spending on social protection remains stable.

<sup>9</sup> This refers to the proportion of women participating in developing the design of interventions. As this is a capacity-development project, the other two gender indicators are not applicable.

<sup>10</sup> As this is a capacity-development project, there will not be traditional programme sites but venues for consultations, meetings and training, etc... The other protection indicator is not applicable.

<sup>11</sup> This includes also government entities that are willing to provide funding from their budget to the implementation of SSN activities.

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Cross-cutting results and indicators</b>		
<b>Strategic Objective # 3:</b> <i>Reduce risk and enable people, communities and countries to meet their own food and nutrition needs</i>		
<b>Outcome 3.3:</b> Risk reduction capacity of countries, communities and institutions strengthened	3.3.1: Resilience National Capacity Index <sup>12</sup>	New Government honours decisions and commitments of the previous Government. Financing of social protection programmes not reduced Low turn-over of Government staff Security situation does not draw attention to humanitarian assistance programmes
<b>Output J:</b> National safety nets for food security, nutrition, education, community assets and overall contribution to resilience-building supported	<i>J.1 NUMBER OF TECHNICAL ASSISTANCE ACTIVITIES PROVIDED BY TYPE IMPROVED TARGETING OF SOCIAL SAFETY NET FOOD SECURITY MONITORING SYSTEM J.2 NUMBER OF PEOPLE TRAINED, DISAGGREGATED BY SEX AND TYPE OF TRAINING</i>	
<b>Output M: National</b> nutrition, school feeding, safety net policies and/or regulatory frameworks in place	<i>M.3 NUMBER OF TECHNICAL ASSISTANCE ACTIVITIES PROVIDED, BY TYPE. ADVICE TO GOI ON FOOD BASKET COMPOSITION, PROCUREMENT PROCEDURES, MONITORING AND EVALUATION, FOOD CONSUMPTION SCORE TABULATION AND FOOD SECURITY MONITORING SYSTEMS</i>	

<sup>12</sup> Baseline will be conducted and the target set when corporate guidance will become available.

### **ANNEX III: List of Abbreviations**

BR	Budget Revision
CO	Country Office
DFID	Department for International Development
DSC	Direct Support Costs
HEB	High Energy Biscuits
IDPs	Internally Displaced Persons
MoLSA	Ministry of Labour and Social Affairs
NSFP	National School Feeding Programme
PDS	Public Distribution System
PRRO	Protracted Relief and Recovery Operation
SSN	Social Safety Net
UNAMI	United Nations Assistance Mission for Iraq
UNDAF	United Nations Development Assistance Framework
WFP	World Food Programme
WHO	World Health Organisation