

BUDGET INCREASE 03 TO PROTRACTED RELIEF AND RECOVERY OPERATION (PRRO) 200537 - JORDAN

**“Assistance to food-insecure and vulnerable Jordanians affected
by the protracted economic crisis aggravated by the Syrian conflict”**

Start date: 01 August 2013

End date: 31 December 2015

Extension period: 12 months

New end date: 31 December 2016

Total revised number of beneficiaries	160,000		
Duration of entire project	41 months		
Extension period	12 months		
Gender marker code	2a		
WFP food tonnage	21,674		
Cost (United States dollars)			
	Current Budget	Increase	Revised Budget
Food and Related Costs	15,985,958	4,857,864	20,843,822
Cash Based Transfers and Related Costs	18,934,380	13,578,840	32,513,220
Capacity Development & Augmentation	660,875	-	660,875
DSC	2,633,117	1,314,274	3,947,392
ISC	2,675,003	1,382,568	4,057,572
Total cost to WFP	40,889,333	21,133,547	62,022,880

NATURE OF THE INCREASE

1. This Budget Revision 3 (BR) seeks to extend the PRRO until 31 December 2016, with additional requirements to respond to the needs of host communities in Jordan that have been negatively affected by the conflict in Syria and the national economic crisis. The PRRO's activities are endorsed by the Government of Jordan and are embedded in the National Resilience Plan 2016-2018.
2. Specifically, this BR will:
 - a. Extend the project for 12 months from 01 January to 31 December 2016 with an additional costs of USD 21,133,547.
 - b. Increase the daily cash transfer per beneficiary from USD 0.56 to USD 0.66.
 - c. Reduce the number of food commodity items in the ration from five to three to maximize efficiency and synergies with cooperating partners.
 - d. Increase cash-based transfers and related costs by USD 13,578,840 responding to the implementation difficulties WFP faced, especially under the training activity due to the increased fees of the vocational training corporation in addition to cooperating partner fees.
 - e. Remove rural cash-based Targeted Food Assistance (TFA) activity as the Government has launched its own cash transfer programme for the vulnerable in rural areas.

JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

Summary of Existing Project Activities

3. The PRRO was initiated at the request of the Government of Jordan to assist vulnerable Jordanians in rural and urban areas who have been affected by the protracted economic crisis, a scarce natural resource base, and the conflict in Syria.
4. The specific objectives of the project are to:
 - Improve food consumption and quality of diet, and protect the livelihoods of affected communities and families (WFP Strategic Objective 1).
 - Restore food security and nutrition, and establish or rebuild livelihoods in fragile settings and following emergencies (WFP Strategic Objective 2).
 - Contribute to strengthening national institutions to address food insecurity through strengthening Food Security Monitoring Systems (FSMS) and establishing a Government-led multi-stakeholders Food Security and Nutrition Partnership for policy dialogue on productive and social safety nets.
5. The PRRO was approved in August 2013, with a Letter of Understanding signed with the Government in November 2013. Activity implementation started in April 2014.

The activities of the PRRO are:

16. *Food assistance for Training (FFT)* is implemented in urban and peri-urban areas mainly in the northern and central governorates where high concentrations of Syrian refugees are hosted. WFP provides a conditional cash-based¹ transfer to vulnerable beneficiaries living in host communities for their participation in vocational and on-the-job training in technical areas such as heating and refrigeration maintenance, car electricity, carpentry, cooking, etc. over a period of eight months. The participants are mostly self-targeted mainly unemployed or with no skills, with priority given to female-headed households, households with disabled individuals and large households. The activity is implemented in partnership with a local NGO - the National Alliance against Hunger and Malnutrition (NAJMA).
17. *Food assistance for assets (FFA)* is implemented in rural areas in partnership with the Ministry of Agriculture (MoA). Participants from food insecure and vulnerable rural households engage in community and household receive a cash-based transfer to cover their household food needs, whilst rehabilitating community assets, managing natural resources and where possible, strengthening livelihoods. CO ensured the participation of women through consultation sessions and meetings to voice for the important activities, in particular women participation in the workforce.
18. *Targeted food assistance (TFA) in urban areas*: Vulnerable households living in urban areas are assisted through TFA for a period of twelve months through monthly food rations in cooperation with Tkiyet Um Ali (TUA). Beneficiaries will be selected in cooperation with

¹ Subject to donors' conditions, conditional cash-based transfer can be provided through value e-vouchers allowing the beneficiaries to purchase preferred food commodities based on their local consumption habits, including fresh food on a daily basis from WFP-contracted shops. WFP has been implementing a value voucher programme through its emergency operation for Syrian refugees since mid-2012. WFP has contracted 85 partner shops in Jordanian cities and towns throughout the country, in all 12 governorates, where beneficiaries can redeem their assistance.

TUA who is screening households based on predetermined socio-economic indicators as well as WFP's proxy food security indicator such as the Food Consumption Score (FCS).

19. *National capacity development:* WFP has supported the formulation of the national food security strategy in partnership with the UNDP which supports the Government with the move to targeted and conditional safety nets. WFP is also supporting the National Aid Fund (NAF) in improving their targeting and selection of poor and vulnerable Jordanians eligible for cash or food based safety nets, both conditional and unconditional. NAF's data comprises of social and economic indicators including female-headed households, widowed, divorced and unemployed.
20. *Performance Monitoring:* Cooperating partners (the Ministry of Agriculture and NGOs) will continue to ensure the monitoring of technical implementation standards which will be focused on the adherence to technical specifications and work norms, adherence to household selection criteria, level of attendance and payments. A second level of monitoring (i.e., outputs and outcomes) will be carried out by WFP monitoring staff.
21. *Risk Assessment and Mitigation Actions:* Risks that could be faced by the country office have not changed, mitigation actions remain as planned.

Conclusion and Recommendations of the Re-Assessment

22. With the Syria crisis in its fifth year, government officials estimate over 1.4 million Syrians, including 634,000 registered refugees, are being hosted in Jordan. 85 percent of these people have settled in urban areas while 15 percent live in camps. Hosting Syrians and accommodating their needs places significant pressure on the social, economic, institutional and natural resources systems in Jordan and exacerbates community tension.
23. In 2015, the Ministry of Planning launched the preparation process of the Jordan Resilience Plan (JRP) for 2016-2018 with the support of the United Nations Country Team (UNCT). The JRP is a comprehensive refugee, resilience-strengthening and development response to the impact of the Syrian crisis. It outlines the priorities for the Government in the response to the impact of the Syrian crisis on Jordan over a three-year period. The Government relies on national, regional and international partners for the funding and the implementation of the JRP. The JRP is designed to mitigate the political, social, and economic effects of the Syrian crisis. This PRRO is aligned with the JRP and is listed as one of the resilience projects and the only channel of WFP's support to host communities and vulnerable Jordanians.
24. The additional stress placed on livelihoods and income levels as a result of the influx of Syrians refugees and other displaced Syrians migrants has led to increasing vulnerability and food insecurity, particularly amongst female-headed households. Women's lack of access to financial capital and limited opportunity to gain knowledge and skills, along with inequitable gender norms, often create barriers to girls/women's economic advancement. The Food Consumption Score (FCS) of female-headed households in host communities found that seven percent were categorized as poor, 13 percent as borderline and 79 percent as acceptable. This was contrasted with male-headed households that scored three percent, nine percent and 88 percent, respectively². Their food security status has deteriorated

² Needs Assessment Review, Ministry of Planning, 2013.

significantly since 2008 when the food insecure and vulnerable to food insecurity comprised only 2.4 percent of total population. Household dietary diversity was also compromised, not only as a result of diminishing purchasing power, but also due to limited nutrition education. In general, household diets in Jordan are characterized by high intakes of energy, largely from vegetable oils, cereals (bread) and some meat, and low consumption of pulses, vegetables and fruits ^[2]. WFP intends to incorporate nutrition education into its activities to maximize the efficiency of assistance, in addition to engaging counterparts to better address this issue.

25. The latest quarterly report on unemployment by the Department of Statistics (DOS) shows the unemployment rate amongst Jordanians has reached 13.8 percent in the third quarter of 2015 (11.1 percent for males and 25.1 for females). This is an increase of 2.4 percent points compared with the same period of 2014; consequently, this has had a negative impact on food accessibility. UNDP Human Development Index 2014 Report states that Jordan has a Gender Inequality Index value of 0.488, ranking it 101 out of 149 countries in the 2013 index. In Jordan, 12.0 percent of parliamentary seats are held by women, and 69.5 percent of adult women have reached at least a secondary level of education compared to 78.5 percent of their male counterparts.

Purpose of Extension and Budget Increase

26. WFP will continue to provide assistance to 160,000 beneficiaries (82,000 girls/women and 78,000 boys/men) for additional 12 months. This BR is to align the PRRO with the JRP, reflecting additional budget requirements. No significant changes in the design of the project activities and the implementation modalities are needed.
27. The budget revision also caters for increasing the daily cash transfer per person from USD 0.56 to USD 0.66 under the CBT. Initial reports from DOS indicates an increase of the abject poverty line from JOD 24 to JOD 28 per person per month according to the increase in the average cost of the standard Jordanian food basket. The established cash transfer rate will also be increased from JOD 8 to JOD 10 per person per day to cater for the increase of the minimum monthly wage set by the government, the increase in the abject poverty line and transportation costs based on monitoring findings from the fields. The FFA and FFT activities are targeting rural areas.
28. The commodity items under the food ration will be reduced from five to three items (Rice, sugar and lentils). Bulgur wheat and vegetable oil will be removed from the food basket to comply with the basket provided by the cooperating partner TUA. Quantities will also be revised in accordance with the other complementary commodities that will be provided by TUA in order to ensure maximum synergies and efficiency. WFP will take steps to ensure that these changes are communicated clearly to the affected beneficiaries.
29. By combining the resources of WFP and TUA, the project will reach 115,000 people from January to December 2016, covering at least 50 percent of their basic food needs. Other complementary supports are provided either through NAF or other sources. WFP will select the beneficiaries in cooperation with TUA who is screening households based on predetermined socio-economic indicators such as net income for food, educational level, size of the household as well as WFP's proxy food security indicator; the Food Consumption Score (FCS).

[2] Jordan Food Security Strategy. MoA/WFP/UNDP, 2013.

30. TFA in rural areas (cash) will be eliminated, as agreed with the government as unconditional cash is already being distributed to rural vulnerable households through the National Aid Fund. The total number of people assisted during 2016 will not be affected: the reduction in the number of beneficiaries under the cash based TFA will be compensated by an increase in beneficiaries under FFA and FFT. WFP will focus more on cash activities with sustainable impact under SO2, through creation of livelihoods with special attention to enhancing employability.

31. WFP will also support the preparation of the Food Security Action Plan in 2016.

TABLE 1: BENEFICIARIES BY ACTIVITY [OR COMPONENT]

Activity [or Component]	Category of beneficiaries	Current			Number of Beneficiaries assisted under the budget revision period			Beneficiary planned throughout the project period		
		Boys / Men	Girls / Women	Total	Boys / Men	Girls / Women	Total	Boys / Men	Girls / Women	Total
FFA/T	Rural	20,000	22,000	42,000	21,000	24,000	45,000	21,000	24,000	45,000
TFA	Rural	1,000	2,000	3,000	0	0	0	1,000	2,000	3,000
TFA	Urban	57,000	58,000	115,000	57,000	58,000	115,000	57,000	58,000	115,000
TOTAL		78,000	82,000	160,000	78,000	82,000	160,000	78,000	82,000	160,000

* The project did not reach the targeted number of beneficiaries. Activities will continue with same beneficiaries.

** The total number of beneficiaries who will receive cash is 45,000.

TABLE 2: REVISED DAILY FOOD RATION/TRANSFER BY ACTIVITY [OR COMPONENT]
(g/person/day)

	Urban TFA	Rural TFA	Rural FFA/T
	Revised	Revised	Revised
RICE, POLISHED	104		
LENTILS	19		
SUGAR	23		
CBT (USD/person/day)		0	0.66
TOTAL	146		
Total kcal/day	531		
% kcal from protein	9.5%		
% kcal from fat	1.2%		
Number of feeding days per year or per month (as applicable)	30 days per month		30 days per month

FOOD REQUIREMENTS

32. The extension in time requires an additional 6,044 mt of food which will be procured locally or internationally to meet the operational requirements to cover the needs of 115,000 beneficiaries under the food component, and an additional USD10, 677,966 to cover the needs of 45,000 beneficiaries under the cash component.

TABLE 3: FOOD/Cash based Transfer REQUIREMENTS BY ACTIVITY				
Activity	Commodity ³ / Cash Based Transfer	Food requirements (mt) Cash/Voucher (USD)		
		Current	Increase	Revised total
Urban TFA	Food (mt)	15,628 mt	6,046 mt	21,674 mt
Rural FFA/T	Cash Based Transfer	\$16,525,424	\$10,692,000	\$27,217,424

Approved by:

Ertharin Cousin
Executive Director, WFP

Date

³ Please only present overall food requirement. Do not split by commodity.

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
<i>Food Transfers</i>	-	-	
Cereals	4,306	2,007,586	
Pulses	787	652,006	
Oil and fats	-	-	
Mixed and blended food	-	-	
Others	953	736,669	
Total Food Transfers	6,046	3,396,261	
External Transport		170,303	
LTSH		388,178	
ODOC Food		903,122	
Food and Related Costs ⁴			4,857,864
CBT		10,692,000	
CBT Related costs		2,886,840	
Cash based Transfer and Related Costs			13,578,840
Capacity Development & Augmentation			-
<i>Direct Operational Costs</i>			18,436,704
Direct support costs (see Annex I-B)			1,314,274
Total Direct Project Costs			19,750,978
Indirect support costs (7,0 percent) ⁵			1,382,568
TOTAL WFP COSTS			21,133,547

⁴ This is a notional food basket for budgeting and approval. The contents may vary.

⁵ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
WFP Staff and Staff-Related	
Professional staff *	446,125
General service staff **	251,346
Danger pay and local allowances	-
Subtotal	697,471
Recurring and Other	297,803
Capital Equipment	75,000
Security	75,000
Travel and transportation	169,000
Assessments, Evaluations and Monitoring¹	-
TOTAL DIRECT SUPPORT COSTS	1,314,274

* 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

¹ 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: Summary of Logical Framework of Jordan PRRO 200537

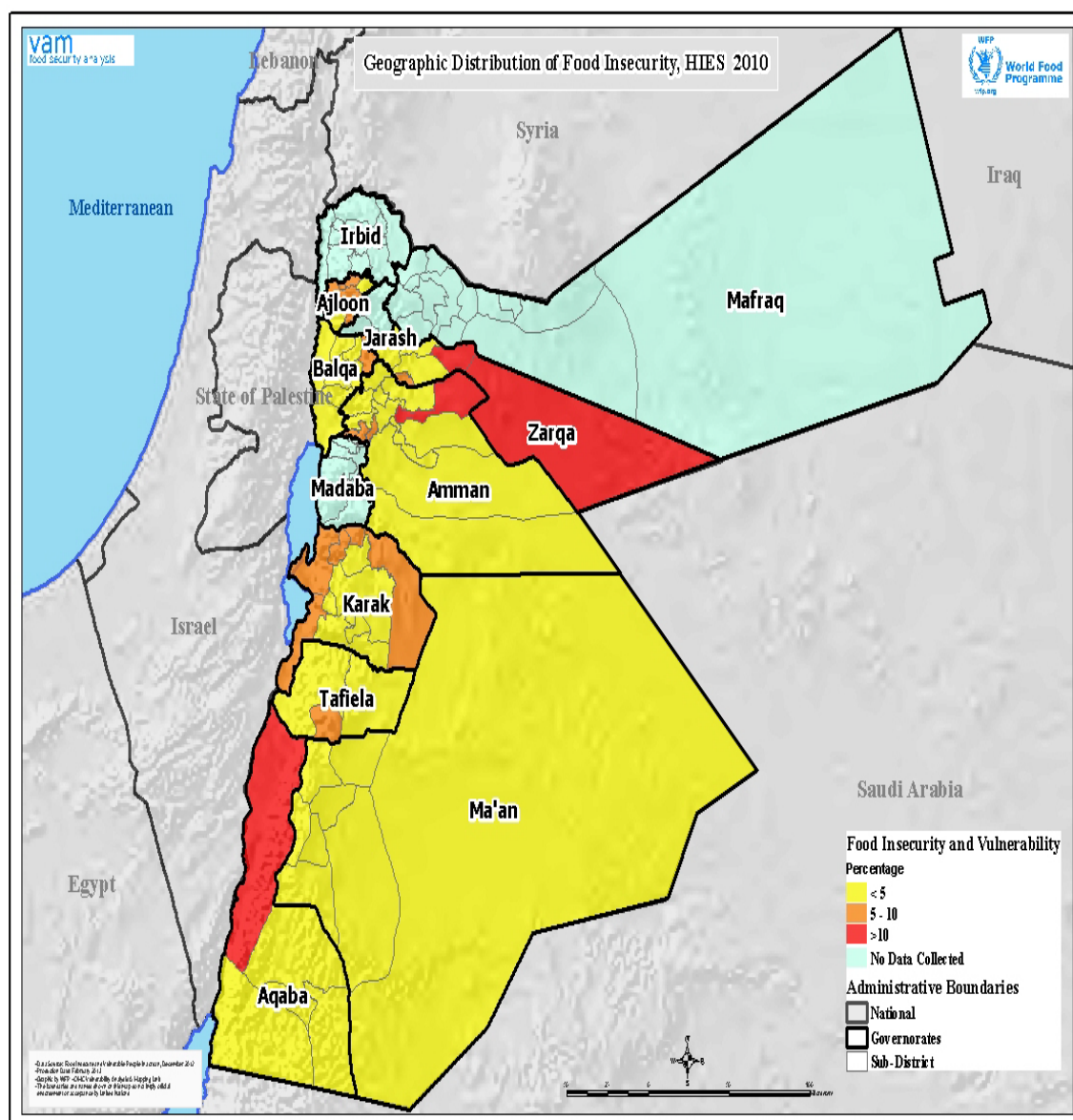
LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Cross-cutting		
Cross-cutting result GENDER: Gender equality and empowerment improved	<ul style="list-style-type: none"> › Proportion of women beneficiaries in leadership positions of project management committees › Proportion of women project 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 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 	
Cross-cutting result PROTECTION AND ACCOUNTABILITY TO AFFECTED POPULATIONS: WFP assistance delivered and utilized in safe, accountable and dignified conditions	<ul style="list-style-type: none"> › Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain) › 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) informed about the programme (who is included, what people will receive, where people can complain) 	

	<ul style="list-style-type: none"> 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 	
Cross-cutting result PARTNERSHIP: Food assistance interventions coordinated and partnerships developed and maintained	<ul style="list-style-type: none"> 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 	
SO1: Save lives and protect livelihoods in emergencies		
Outcome SO1.1 Stabilized or improved food consumption over assistance period for targeted households and/or individuals	<ul style="list-style-type: none"> Diet Diversity Score (male-headed households) FCS: percentage of households with poor Food Consumption Score Diet Diversity Score Diet Diversity Score (female-headed households) FCS: percentage of households with poor Food Consumption Score (female-headed) FCS: percentage of households with poor Food Consumption Score (male-headed) 	Government adherence to the poverty strategy Social and political stability Sufficient donor support
Output SO1.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	<ul style="list-style-type: none"> 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 	Sufficient, uninterrupted cash flow is maintained Sufficient, uninterrupted food commodity is maintained Effective targeting criteria and distribution mechanism agreed and adhered to by

	<ul style="list-style-type: none"> Quantity of non-food items distributed, disaggregated by type, as % of planned Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned 	cooperating partners
SO2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies		
Outcome SO2.1 Adequate food consumption reached or maintained over assistance period for targeted households	<ul style="list-style-type: none"> FCS: percentage of households with poor Food Consumption Score FCS: percentage of households with borderline Food Consumption Score Diet Diversity Score FCS: percentage of households with borderline Food Consumption Score (female-headed) FCS: percentage of households with poor Food Consumption Score (female-headed) Diet Diversity Score (female-headed households) FCS: percentage of households with borderline Food Consumption Score (male-headed) FCS: percentage of households with poor Food Consumption Score (male-headed) Diet Diversity Score (male-headed households) 	Government adherence to the poverty strategy Social and political stability Sufficient donor support
Outcome SO2.2 Capacity developed to address national food insecurity needs	<ul style="list-style-type: none"> NCI: Food security programmes National Capacity Index 	Institutional priorities unchanged Sufficient Government cooperation and engagement
Output SO2.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	<ul style="list-style-type: none"> 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 	

Output SO2.2 Policy advice and technical support provided to enhance management of food supply chain, food assistance, nutrition and food security systems, including food security information systems	<ul style="list-style-type: none">› Number of technical support activities provided on food security monitoring and food assistance, by type› Number of national assessments/data collection exercises in which food security and nutrition were integrated with WFP support	
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MAP



ACRONYMS USED IN THE DOCUMENT

CBT	Cash Based Transfers
DOS	Department of Statistics
FCS	Food Consumption Score
FFA	Food Assistance for Assets
FFT	Food Assistance for Training
FSMS	Food Security Monitoring System
JRP	Jordan Response Platform for the Syria Crisis
LTSH	Landside Transport Storage and Handling
NAF	National Aid Fund
NAJMAH	National Alliance against Hunger and Malnutrition
ODOC	Other Direct Operational Costs
TFA	Targeted Food Assistance
TUA	Tkiyet Um Ali