

**Protracted Relief and Recovery Operation - Tunisia 200307**  
**Assistance to Disadvantaged Rural Communities**  
**Affected by Food Insecurity**

<b>TUNISIA</b>	
<b>PRRO 200307</b>	
Number of WFP beneficiaries	132,000
Number of FAO beneficiaries	132,000
Duration	2 years (1 March 2012 – 28 February 2014)
WFP food tonnage	n/a
<b>Cost (United States dollars)</b>	
WFP food cost	Not applicable
WFP cash/voucher cost	14.3 million
Total cost to WFP	21.3 million
Total cost to FAO	21.4 million

## EXECUTIVE SUMMARY

Tunisia is currently going through a political, social and economic transition, following the protests and demonstrations in January 2011, which led to the ousting of the former President and his government. Following elections for a Constituent Assembly, an interim Government has been appointed, pending parliamentary and presidential elections

The economy has contracted and the general deterioration of economic conditions is adding to the vulnerability of the country's poor. Tunisia continues to be affected by the Libya crisis, as cross-border trade has not resumed due to security problems close to the border. Unemployment is the most important driver of poverty and food insecurity, and also the most pressing social issue.

Under this protracted relief and recovery operation (PRRO), WFP, together with the Food and Agriculture Organization of the United Nations (FAO), aims to address the food insecurity and unemployment facing vulnerable families in rural parts of Tunisia.

While FAO has a sub-regional office in Tunis, WFP has only recently returned to Tunisia as part of its response to the North Africa crisis. The proposed PRRO will give a structure to both WFP's and FAO's contribution to the United Nations Country Team's "Bridge Programme" for 2011-2013. Extensive consultations have been held from May 2011 onwards with both the Government and United Nations partners. The Government has



made a contribution to the project of US\$ 5 million to remunerate beneficiaries of the cash for work projects.

Given that food markets continue to function, this intervention intends to implement a cash-for-work response (WFP) coupled with vocational training delivered through junior farmer field and life schools (FAO). WFP transfers will be conditional upon beneficiary participation and will deliver a lasting impact for beneficiaries' communities.

WFP does not plan to maintain operations in Tunisia after the end of this PRRO and this project has been designed to allow for a smooth hand-over to the Government. However, FAO will remain in the country and could implement possible follow-up activities.

This PRRO addresses WFP Strategic Objectives 3 ("Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations") and 5 ("Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase"). It also contributes to Millennium Development Goal 1 ("Eradicate extreme poverty and hunger"). For FAO, it falls under Strategic Objective I ("Improved preparedness for, and effective response to, food and agricultural threats and emergencies"), and contributes to FAO Organizational Result IO3 ("Countries and partners have improved transition and linkages between emergency, rehabilitation and development").



## SITUATION ANALYSIS AND SCENARIO

### The Overall Context

1. Following the January 2011 popular revolt, Tunisia is at a critical transition stage. The political climate is unstable and unpredictable. Elections for a new constituent assembly were successfully held in October 2011. A new President has been nominated by the Constituent Assembly until legislative and presidential elections are held at the end of 2012/early 2013. The main effects of the crisis are a general economic slowdown (the economy registered no growth in 2011),<sup>1</sup> political unpredictability and persisting low-level unrest.
2. The ongoing Libya crisis is putting additional strain on the Tunisian economy, with lost income from remittances (an estimated 42,000 Tunisian migrant workers have so far returned home) and from reduced cross-border trade as a result of insecurity.
3. The interim Government considers 10 governorates as particularly disadvantaged: Jendouba, Béja, Le Kef, Siliana, Kairouan, Kasserine, Gafsa, Sidi Bouzid, Médenine, and Tataouine. The interim Government intends to focus on these governorates in its development activities.
4. Unemployment is the country's greatest economic challenge and the main driver of poverty and social unrest, especially as it disproportionately affects youth and university graduates.<sup>2</sup> Estimated at 14 percent in 2010, unemployment has increased sharply reaching an unprecedented 19 percent in 2011.
5. With a Human Development Index (HDI) of 0.683, Tunisia was ranked 94th in the Human Development Report for 2011, as against 81<sup>st</sup> in 2010,<sup>3</sup> at the bottom of the "high human development" category.

### Food Security and Nutrition Situation

6. In 2005, according to that year's Income and Expenditure Survey,<sup>4</sup> absolute poverty affected 3.8 percent of the population, based on a national poverty line set at TND400/person/year (roughly equivalent to US\$0.83/person/day).<sup>5</sup> The same survey indicated that an additional 7.7 percent had an income of less than TND585/person/year. Households with an income of less than TND585/person/year spent 50 percent of their income on food, which increased to 52 percent for households earning less than TND400/person/year (those classified as "poor"). The average national share of expenditures for food was estimated at 35 percent. While no more recent data is available, a poverty line set at less than US\$1/day is considered extremely low for a middle-income country, and it is evident that food purchases represent more than 50 percent of these low incomes. Since the year of the survey, it is likely that inflation has further eroded the purchasing power of people living under the poverty line.

<sup>1</sup> National Institute of Statistics.

<sup>2</sup> In 2010, 30 percent among the 20-24 year olds and 25 percent among recent university graduates.

<sup>3</sup> UNDP, Human Development Report 2010.

<sup>4</sup> National Institute of Statistics, 2007. The Income and Expenditure Survey is conducted every five years. The results of the 2010/11 survey will likely only be published in 2012.

<sup>5</sup> TND = Tunisian Dinar (TND 1.35 is equivalent to US\$1).



7. The Ministry of Social Affairs (MoSA) is providing a poverty allowance to more than 7 percent of households, which suggests that the Government itself considers the current poverty rate to be higher than the 3.8 percent reported by the 2005 survey. The official criterion for eligibility for this assistance is absolute poverty, i.e. an income of less than TND400/person/year (each household member). The Ministry has also recently stated that poverty is considered to affect as many as 25 percent of the population, which would be the percentage if a US\$2/person/day poverty line were applied. The income threshold for the MoSA poverty allowance is currently being reviewed and consequently the number of families receiving assistance will be adjusted.
8. Despite market prices of basic food commodities being fixed and subsidized, households' economic access to food can vary substantially. Poverty and unemployment are the main drivers of food insecurity, recently exacerbated by political instability, the economic downturn (particularly in Europe which is Tunisia's major export market) and the Libya crisis.
9. A joint FAO/WFP rapid emergency food security assessment (EFSA) was conducted in four regions (governorates) in June and July 2011. The main findings of the EFSA indicated 11 percent of the population as severely food-insecure, 36 percent of the population as moderately food-insecure, and 53 percent as food-secure.<sup>6</sup> The main causes of food insecurity include loss of revenues due to increased unemployment, increase of food and energy prices and health care problems. Main sources of income indicated by the assessed households were from social assistance and irregular unskilled labour. The report also indicated the centre-west regions of Tunisia as the most vulnerable and food-insecure.
10. The EFSA report indicated that a large number of assessed households purchased less-expensive food items, reduced the number and size of meals, reduced health and other household expenses, and sent family members to parents, to rural areas or abroad. The use of these negative coping mechanisms is increasing.
11. Although Tunisia's dependence on cereal imports is high, at 74 percent, food availability is generally adequate. The share of food consumed by households from their own agricultural production is less than 2 percent. As a result, almost all foods consumed are from market purchases.
12. According to FAO, market prices of staple food have remained relatively stable in 2011,<sup>7</sup> mostly due to government subsidies. Food access for the rural poor is best during July-November, following the harvest in late spring/early summer when locally grown food is usually available. However, away from the coast, and especially in the country's south, desertification caused by poor land management practices (e.g. the expansion of irrigated agriculture that has heavily depleted natural resources), has reduced soil fertility and agricultural productivity.
13. The western-central region (governorates of Kasserine, Sidi Bouzid, Siliana, Jendouba and El-Kef) has the highest rates of poverty. The occupational groups most likely to be affected by poverty are agricultural labourers and the unemployed.
14. The prevalence of global acute malnutrition among children under 5 is 6 percent in the governorate of Kasserine, 7 percent in the south-west and north-west region (7 percent and 5 percent respectively). The prevalence of stunting in these regions is 14 percent, 11 percent and 9 percent, respectively.<sup>8</sup> Although detailed data is not available, there are

<sup>6</sup> FAO/WFP EFSA, August 2011, Rome

<sup>7</sup> FAO Global Information and Early Warning System.

<sup>8</sup> UNICEF, Multiple Indicator Cluster Survey (MICS) 3 for Tunisia, 2007.



indications that dietary diversity is inadequate for the poorest households, where food intake consists mainly of starches (cereals).

### Scenario

15. Socio-economic conditions in the country's most disadvantaged regions have continued to deteriorate since January 2011 and are not expected to improve significantly over the next two years. Disruptions to production, business and trade are likely to persist as Tunisia adapts to the new political context. There may be further unrest if there is widespread dissatisfaction with the speed of political reform, government policy or the outcome of elections.
16. The PRRO aims to provide an additional safety net for vulnerable groups at a time of economic difficulty and weakened public finances. It can be expected that, for the targeted households, negative coping strategies would be used in the absence of a WFP intervention. No severe malnutrition is to be expected even without WFP intervention; however, dietary diversity would probably be further reduced due to even greater reliance on subsidized, wheat-based foods.

## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHER DEVELOPMENT ACTORS

### Policies, Capacities and Actions of the Government

17. At present, the most important government assistance to the poor is the MoSA "vulnerable families allowance". Some 183,000 households registered by the MoSA nationwide (approximately 760,000 individuals), with a per capita annual income below TND400, receive a monthly cash transfer ranging between TND70 (no school-age children) and TND100 (three or more school-age children). These families also receive free healthcare.

### Policies, Capacities and Actions of other Major Actors

18. FAO has a significant presence in Tunisia, covering a number of technical areas - including capacity development, fisheries, natural resource management, forestry, animal health and production, socio-economic development - as well as food price monitoring. FAO is the main international actor in food security.
19. Social safety nets are attracting donor attention following the events of January 2011. The United Nations Development Programme (UNDP), the World Bank, the European Union, the African Development Bank, the bilateral cooperation departments of France, Germany, Italy, Spain and Switzerland, and the United States Agency for International Development (USAID) are the most important development actors in the structurally weak and disadvantaged regions indicated by the Government. They mainly support projects in employment creation, improvement of productivity of small and medium-sized enterprises, rural development, improvement of economic infrastructure, and environmental protection. WFP would be the only actor linking food assistance to social safety nets, hence integrating and complementing other ongoing and planned initiatives. A group of the main development actors meets periodically to consult on plans, status of implementation, experiences and best practices. WFP and FAO have presented their findings from assessments as well as proposals for activities to stakeholders involved in supporting recovery and stability during the transitional period in Tunisia.



20. Cash transfers are the Government's preferred type of benefit and the only type of transfer used by non-governmental organizations (NGOs).
21. The Government of Tunisia has made a contribution of US\$ 5 million to the PRRO. This contribution is tied to the payment of participants of the cash for work projects. The Government is prioritizing water and soil conservation projects as well as forestry.

### **Coordination**

22. A joint 'Project Steering Committee' composed of the ministries of Social Affairs, Agriculture, Planning and International Cooperation Regional Development, Foreign Affairs and Finance, FAO and WFP will be responsible for overall coordination, supervision and monitoring of project implementation.
23. Given the extraordinary nature of the current transition, the United Nations Country Team (UNCT) in Tunisia has decided to suspend the design of a 2012-2016 United Nations Development Assistance Framework (UNDAF) and has instead drawn up a "Bridge Programme" for 2011 and 2012 to support the process of political and economic transition. The programme has four pillars:
  - (i) Democratic governance for a successful transition;
  - (ii) Emergency preparedness and response, focusing especially on the situation at the Tunisian-Libyan border, as well as the need to support Tunisians themselves;
  - (iii) Issues related to equity and regional development; and
  - (iv) Environment and climate change programmes.
24. WFP and FAO participated in the design of the Bridge Programme and committed to supporting pillars i, iii and iv. The proposed project would cover these three pillars.

## **OBJECTIVES OF WFP/FAO ASSISTANCE**

25. The primary goal of food assistance is to support the re-establishment of livelihoods and the food and nutrition security of communities and families affected by shocks (WFP Strategic Objective 3 "restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations"). Some support is also planned for the formulation of national food security strategies (WFP Strategic Objective 5 "Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase").
26. The operation is intended to tackle food insecurity, vulnerability, lack of income, and unemployment. The proposed activities will target small-holder farmers, day labourers and unemployed youth in rural areas. Community-based projects will aim to rehabilitate communal rural facilities and protect and rehabilitate natural productive resources. The objectives are designed to be transitional and within the framework of the current UNCT Bridge Programme, so as to allow for a smooth hand-over.

## **WFP/FAO RESPONSE STRATEGY**

### **Nature and Effectiveness of Food Security-Related Assistance to Date**

27. WFP closed its office in Tunisia in 1997, following a phasing out and hand-over of activities to the Government. In February 2011, WFP resumed feeding operations in Tunisia, focusing on vulnerable populations affected by the Libya conflict (Tunisian returnee migrant workers throughout the country; third country nationals and Libyan refugees in camps and towns near the Tunisian-Libyan border) under the North Africa regional emergency operation 200257 'Food Assistance to Vulnerable Populations





Affected by Conflict'. A Memorandum of Understanding between WFP and the Government of Tunisia (Department of International Cooperation of the Ministry of Foreign Affairs) was signed on 8 September 2011 which allows WFP to officially re-establish its presence and implement the PRRO activities for two years. FAO maintains a sub-regional office in Tunis, which covers a range of disciplines and activities.

### **Strategy Outline and Justification of the Intervention**

28. To support efforts aiming at improving economic conditions, the focus will be on activities to address food insecurity and vulnerability that has been exacerbated by recent turmoil and transition by tackling rural poverty and unemployment. The WFP/FAO intervention will support rural communities with a high concentration of households receiving the Government's social assistance and with three or more children, women heads of households and similar vulnerability profiles. The aim is to alleviate their food insecurity while improving the general ability of their communities, and households, to have future income-generating opportunities. WFP and FAO will implement separate but complementary activities, which will benefit the same selected households within each targeted community. In accordance with the Government's request, WFP and FAO assistance will be strictly on a conditional basis and will aim for longer-term impact in the communities.
29. Two different mechanisms are considered for implementation: cash for work (CFW - overall responsibility with WFP) and junior farmer field and life schools (JFFLS - overall responsibility with FAO). Community works on a CFW basis will be organized to generate income and short-term employment for food-insecure rural households and to restore community assets and natural productive resources. JFFLS activities will develop community residents' technical and entrepreneurial skills, thus facilitating entry into the labour market or the starting of small businesses. The project is specifically designed in such a way that JFFLS activities can build on the infrastructure improvements from CFW activities.
30. For the poorest households with little or no other income, the Government's social assistance does not lift them up to the Government's poverty line of TND400. The proposed WFP cash assistance will allow each of the targeted households participating in CFW activities to reach at least the TND400/person/year threshold. FAO's financial incentives through grants and awards for JFFLS graduates will add to the threshold of TND400. FAO will ensure the linkage, integration and continuum with WFP CFW activities for a longer-term focus on poorest households with an assurance of durability and sustainability.
31. Tunisia continues to be able to import its food requirements (where these are not supplied by local production) and markets are fully functional and well supplied even in remote areas. Therefore, WFP food imports currently are not advisable and this is also the Government's firm position. The PRRO opts for cash transfers instead of in-kind food distributions.
32. WFP's CFW activities will concentrate on improvements to agricultural production, forestry and soil/water structures, productive assets and techniques (irrigation, rangeland, forest, infrastructure, conservation and rehabilitation of soil and water sources, adaptation to climate change, etc.). The exact types of community work activities are currently being defined in close collaboration with FAO and the relevant Ministries (Agriculture and Social Affairs).
33. The identification of actual communities to be targeted and the selection of project sites will take place in the first few months of the project. In selecting potential activities, WFP and the Ministry of Social Affairs will focus on communities' vulnerability profile, while



FAO will concentrate on the technical feasibility of the community works and training activities suggested by the Ministry of Agriculture (MoA).

34. The project implementation plan will pay special attention to encouraging women's involvement in community works, potentially including preferential access for women.
35. Activities will also specifically target unemployed youth (with and without diploma) from disadvantaged families as a contribution from WFP/FAO to tackle one of Tunisia's most pressing social and economic challenges.
36. FAO's JFFLS is an extension approach with a community-based and participatory discovery learning process built upon the principles of adult education. A typical JFFLS consists of 30 participants working in groups of five to enhance participatory learning. JFFLS suggests a balanced mix of men and women where culturally accepted. In the Tunisian context, it is expected that most participants in the JFFLS will be men. However, women will be strongly encouraged to become members of the JFFLS boards managing the JFFLS and its constitution and funds. The joint learning process, solving problems that affect participants as a community, is expected to contribute to communities' social capital and foster group cohesion and possibly lead to viable higher-level associations, such as JFFLS networks. Networking within and between JFFLS groups will provide openings for subsequent support from other organizations or initiatives, such as micro-credit schemes or development projects. JFFLS groups form business units that focus on market linkages and information-sharing for the community and the JFFLS. This grouping provides an opportunity for the effective organization and empowerment of smallholder farmer groups to increase their market access and improve their livelihoods.
37. The beneficiary groups will be involved in identification of the relevant and appropriate enterprises for inclusion in the planned season-long training and agriculture-related activities. In collaboration with other specialized institutions and partners, successful efforts have been made in other JFFLS curricula to include capacity-enhancement skills in the following relevant life skills topics:
  - basic principles of food security/nutrition;
  - basic environmental management;
  - water harvesting and soil conservation;
  - basic financial management;
  - farming as a business;
  - marketing;
  - community action planning and handicraft skills;
  - reproductive and family health care;
  - gender-based violence concerns; and
  - HIV/AIDS.
38. For the specific context of Tunisia and to develop the capacity of vulnerable communities, FAO proposes to adapt the JFFLS structures around three main pillars:
  - (i) Skills development: Group grants for participatory extension, trainings, etc. (US\$1,200 per group).
  - (ii) Access to productive inputs: To enable learning activities and initiate income-generating activities.





- (iii) Basic individual entrepreneurial grants: US\$150 per participant to complement productive input package to facilitate participants' access to micro-credit.

### Hand-Over Strategy

39. In the case of CFW activities, the MoA and the Regional Committees of Agricultural Development (CRDA - *Commissariats Régionaux de Développement Agricole*) will act as the main implementing partners on the government side. These institutions have vast experience in identifying and running community works projects in agricultural contexts but are currently not able to provide funding for all of the activities they have planned. It is expected that with a general improvement in economic conditions over the next two years, the Government's funding position will improve, while demand for employment in such schemes should fall as the situation for rural communities is expected to improve, as for the country as a whole. The Government should then be able to manage and fund a sufficient number of public works schemes where they will still be needed.
40. Although WFP may not be active in Tunisia beyond this planned PRRO, FAO's development programme will remain in place. Following the end of activities under this proposed project, FAO would be in a position to coordinate and participate in any potential follow-up activities.

## BENEFICIARIES AND TARGETING

41. The joint FAO/WFP emergency food security assessment (EFSA) indicates the centre-west region - the governorates of Kasserine, Sidi BouZid, Siliana, El Kef and Jendouba - as the most vulnerable and food insecure and this region is proposed to be targeted by the PRRO.
42. WFP and FAO are in a position to assist selected particularly vulnerable communities in five governorates of the ten structurally weak governorates indicated by the EFSA. Of around 50,000 households receiving the MoSA's social security assistance in the five targeted governorates, WFP will aim to reach the poorest through CFW transfers (24,000 beneficiary households), which will be conditional upon participation in CFW activities. The assistance will reach households with an able-bodied member willing to participate so there is a possibility that some vulnerable households will not be able to participate. However, they will still receive the existing government allowance and free health care, as well as benefit from investments and improvements at the community level.
43. FAO will offer participation in JFFLS training schemes to one individual each from those 24,000 target households.
44. The project will target 100 communities (indicative planning figure) with the governorates and communities to be assisted selected according to the following criteria:
- Concentration of households receiving the Government's social security allowance for vulnerable families.
  - Indications of a high concentration of vulnerable households from the FAO/WFP food security assessment.
  - Number of CFW activities proposed by the MoA that are of critical size and considered by FAO to be technically feasible and have lasting impact.
  - Feasibility of implementing a cash-based intervention (functioning local markets with sufficient response capacity; presence of a post office branch within reasonable distance and with sufficient capacity to disburse CFW cash transfer).



45. Following the identification by MoSA of the communities to be targeted, local units of the MoSA and the CRDAs will assist in cross-checking on eligibility and selection of 24,000 households to be targeted by WFP's CFW and FAO's FFS activities, based on their beneficiary database and their specific knowledge of each community.
46. CFW activities will specifically target vulnerable, food-insecure households with three or more children of school age or under 6; households headed by women; unemployed youth and other particularly vulnerable households with at least one able-bodied family member to participate in community works schemes. For each of the targeted households, one member will be invited to participate in CFW activities. This targeting is based on preliminary discussions with the members of the National Project Steering Committee and the Ministry of Employment, and could be adjusted during the implementation of the operation.
47. Targeting the same communities, FAO will offer members of the same selected vulnerable families participating in CFW activities (not necessarily recipients of the social security assistance) the possibility to participate in a six-month training session using the JFFLS approach. The JFFLS participants will have to be interested and motivated in developing entrepreneurial and technical skills in an agricultural enterprise.

<b>TABLE 1: BENEFICIARIES BY ACTIVITY</b>			
<b>Activity</b>	<b>Men/boys</b>	<b>Women/girls</b>	<b>Total</b>
<b><i>Cash for work (WFP)</i></b>			
Participants per site (average)	96	144	240 <sup>9</sup>
Number of sites			100 <sup>9</sup>
Participants overall	9,600	14,400	24,000
WFP Beneficiaries <sup>10</sup>	60,000	60,000	120,000
<b><i>Farmer field schools (FAO)</i></b>			
Participants per group (average)	30		30
Number of groups per community			8
Number of communities			100
Participants overall	24,000		24,000
FAO Beneficiaries <sup>10</sup>	60,000	60,000	120,000
<b>Total number of participants in CFW and FFS</b>	<b>33,600</b>	<b>14,400</b>	<b>48,000</b>
<b>Total number of indirect beneficiaries</b>			<b>132,000<sup>11</sup></b>

## VALUE OF CASH TRANSFERS

48. CFW participants will receive the minimum daily wage for the agricultural sector, which is set by the Government at TND8.38. It is estimated that each participant will work an average of 24 days per month over an average four-month period.
49. Only one member per family will be eligible to participate in the CFW activities. Each participant will receive a cash transfer of up to TND800, according to the number of days worked. This additional income transfer will provide families with sufficient cash to

<sup>9</sup> Planning figures only, actual numbers may vary.

<sup>10</sup> Assumption: five members assisted per participating household.

<sup>11</sup> Average size of assessed households by EFSA is 5.5 people.



reach an income of at least TND400 per capita, which is expected to bring their food expenditures below 50 percent of the total household budget.

<b>TABLE 2: WFP CASH TRANSFER VALUE INFORMATION</b>		
<b>Poverty line and social security assistance (all in Tunisian Dinar)</b>		
Government Poverty Line	400	per capita per year
Social Security Allowance benefit/ household	70	per month
Additional benefit per school-age child*	10	per month
<i>* for up to three children per household</i>		
<b>Annual household income most vulnerable families (assuming no other income besides social security, all in Tunisian Dinar)</b>		
	Family of four	Family of five*
Number of children	2	3
Income from MoSA benefit	TND1080	TND1200
National poverty gap (= threshold for 50% household income spent on food and level of WFP benefit)	TND520	TND800
<i>*WFP target households</i>		
<b>WFP cash-for-work benefit</b>		
Minimum wage	TND8.38 (US\$6.21) per day	
Max. number of CFW days/person/month	24	
Max. monthly benefit per household	TND201 (US\$149)	
Number of months worked in CFW	4	
Total number of days worked in CFW	96	
Total benefit per household	TND804 (US\$596)	
Total cash transfer cost to WFP	TND19.2 million US\$14.3 million	

## IMPLEMENTATION ARRANGEMENTS

50. This is a joint WFP/FAO project with a clear division of responsibilities between the two principal partners. The key counterparts in the Government will be the MoSA (beneficiary selection) and the MoA (selection of sites and activities, contribution of skilled experts for technical guidance and support to planning, implementation and



monitoring). The Government, through its line ministries of MoSA and the MoA and in particular through the CRDAs, will provide support in terms of human resources, infrastructure (offices, warehouses) and locally available resources, materials and equipment for the implementation of the project. Table 2 shows the roles of partners in the project.

TABLE 2: ROLES OF THE DIFFERENT PARTNERS					
Activity	WFP role	FAO role	Government role	Implementing Partner/NGO	Post Office
<b>Cash for work</b>	Overall coordination Procurement of Non-food items M&E	Technical backstopping: ➤ Selection of sites ➤ Quality control	<u>MoSA</u> : Beneficiary household selection <u>MoA</u> : Selection of sites Contribution of skilled experts for technical guidance and support to planning, implementation and monitoring	Day-to-day monitoring and/or Running of activities	Pay out cash benefit on a monthly basis  Provide transaction records and accounts statements
<b>Farmer field schools</b>	If necessary, procurement and delivery of inputs	Overall ownership Design of training modules Training of trainers Engage local NGOs to facilitate the JFFLS Learning Grants to participating groups and individual farmers Individual support for business creation	Participation in design of training modules  Provide and /or participation in selection of facilitators  Recipient of training via participation in JFFLS and FAO-run workshops	Facilitation of JFFLS	

51. Under CFW, selected community works identified and part of the work plans of the CRDAs will support the improvement or creation of community infrastructure and other community assets. These will be accompanied by eight JFFLS to allow farmers to benefit from opportunities from their communities' improved resource base following the community works.
52. WFP will be responsible for managing the CFW activities. Having identified communities and households, and mobilised funding from donors for the cash transfers in the public works programmes, WFP will work through partners for implementation and reporting. FAO will ensure ongoing technical guidance and supervision for project planning at community level, as well as technical oversight during implementation, monitoring and reviews. WFP will select both local cooperating partners (one or several Tunisian NGOs, one representative per CFW activity) and an international NGO as a supervising cooperating partner (one representative per ten local NGO representatives) to



manage the community works sites jointly with local government partners. This involves primarily:

- Drawing up of project plans per site with milestones and target dates (with FAO's support).
  - Setting-up systems to track worker attendance/days worked and keeping logbooks; access control to sites, making sure only registered beneficiaries participate; and signalling to individual workers when their monthly quota of days worked has been reached.
  - Coordination and supervision of work being performed (permanent presence of cooperating partner staff); if necessary, disciplining of workers not contributing a minimum effort to be expected; and reporting on worker attendance, days worked, and project progress.
  - Notification of cash transfer per worker to the worker herself/himself and to the Post Office on a monthly basis. The transfer per worker will be the daily minimum wage for the agricultural sector times the number of days she or he actually worked in a CFW activity.
53. WFP will monitor the progress of activities and WFP-specific outcomes (especially food consumption score). FAO will provide technical backstopping in ensuring that CFW project plans, activities and their outputs meet FAO technical standards, guaranteeing maximum value to the communities. WFP field monitors will monitor operations either from Tunis or from field offices that FAO is planning to set up at governorate level.
  54. FAO will develop community works activities by offering JFFLS training to motivated young unemployed people interested in smallholder farming. FAO will run these activities using the services of local NGOs or an international NGO to facilitate the trainings.
  55. The MoA, its local sub-units and the CRDAs will be the principal focal points from the Government for both the community works and JFFLS activities. Staff from these institutions could also be trained as JFFLS facilitators.
  56. The MoSA, in the form of the local "agences sociales" will help with the targeting of households eligible to participate in community works as they have intimate knowledge of the households in the communities they serve.

### **Transfer Modalities**

57. WFP will enter into an agreement with the Tunisian Post Office, outlining the Post Office's reporting obligations, liabilities, and reconciliation mechanisms. WFP's Legal Unit will be closely consulted.
58. Prior to the start of activities, the Post Office will receive a list of beneficiaries with their names and identity card numbers. Each month, WFP's cooperating partner will notify the Post Office of the benefit due to each beneficiary, who can then collect their money from any Post Office branch in the country within 30 days. Beneficiaries need only present their identity cards to receive their benefit.
59. The Post Office will charge WFP TND1.2 per transaction, which covers the full cost of the service. Each month, the Post Office will submit a statement of transactions to WFP, which will serve as the basis for reconciliation. The statement will include a full list of all transactions in that month, allowing for cross-checks during beneficiary contact monitoring.





A technical meeting has not yet been held to finalize the disbursement arrangements for the Government of Tunisia's contribution of US\$ 5 million.

## Timeline

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	
2012			Selection of Target Beneficiaries										
							Pilot Cash for work projects in 1 Governorate			Follow up preparation of next phase		Cash for work phase II	
			Pilot JFFLS in one Governorate						JFFLS phase II				
2013	Cash for work phase II		Follow up preparation of next phase		Cash for work phase III				Cash for work phase IV				
	JFFLS Phase II				JFFLS Phase III								
					JFFLS Phase IV								
2014	Cash for work phase IV	Finalization of project											
	JFFLS Phase IV												

## PERFORMANCE MONITORING

60. A comprehensive food security assessment planned before the end of 2012 will further define food consumption score baseline for the targeted households. However, the joint FAO/WFP EFSA already shows that in the target populations, food is the most important expense at household level: 73 percent for severely food-insecure households and 51 percent for moderately food-insecure households. This is followed by expenses for health care and education. Food consumption patterns show two main groups of food items consumed more than three times per week (bread, pasta, fresh vegetables, oil, sugar) and less than 3 times per week (meat, fish, dairy products, eggs, fruit). Consumption is based on government-subsidized food items (listed in the first group) and purchased, frequently on credit, at local markets. There is very low consumption of products from own production.

### *Cash for work:*

61. Process monitoring: The cooperating partner will be responsible for monitoring and recording workers' attendance, quality of work delivered, and overall progress of activities. For each community works site, project plans will be drawn up with targets and milestones to allow monitoring of progress and quality.
62. The cooperating partner will report to WFP weekly on each site's progress, workers' attendance, any noteworthy incidents affecting workers' ability to participate or the project's progress as a whole, and on the level of supplies, in order to allow for WFP procurement to react quickly to any bottlenecks.
63. The cooperating partner will also report monthly on each worker's attendance and their corresponding entitlement.



64. WFP and FAO will provide continuous monitoring of project progress and quality of work delivered. WFP will employ field monitors and equip them with motorcycles to allow for daily transit between their field office and the sites under their responsibility.
65. The Tunisian Post Office will report monthly on benefits paid to beneficiaries (who collected and amount) and on the balance in WFP's account.
66. WFP Tunis will reconcile Post Office reports and cooperating partner records monthly, and follow up on any gaps.
67. WFP monitors will regularly carry out market monitoring at local markets in the areas surrounding the targeted communities, in order to detect signs of inflation (food or other basic commodities) as well as any changes in availability or other (adverse) market-level impacts.
68. Post-distribution monitoring and quality assurance monitoring will be conducted using purposive sampling, regular interviews at the beneficiary household level to ensure that beneficiaries have safe and regular access to the Post Office cash transfer, as well as to monitor food consumption and dietary diversity. Any protection issues that may arise will be captured by household level interviews.
69. A mid-term review will be carried out by a team of external reviewers to check progress on qualitative and quantitative objectives.
70. A self-evaluation will be undertaken with support from WFP headquarters.

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## **RISK ASSESSMENT AND CONTINGENCY PLANNING**

### **Hazard and Risk Assessment**

71. A general deterioration of security conditions with renewed widespread protests, which would likely also affect the parts of the country where WFP intends to operate, could make it difficult for WFP or its cooperating partners to operate. Local government partners would probably also stop operating, which would stall this PRRO.
72. There is a possibility that some citizens may have issue with the selection of beneficiaries, programme sites and types, CFW or JFFLS activities, and the communities to be targeted. Should serious implementation problems evolve, WFP/FAO may consider shifting to alternative sites, or postpone or discontinue activities in particular communities. However, every effort would be made to engage with communities and ensure the benefits the WFP/FAO intervention are understood.

### **Contingency Planning**

73. A risk assessment and contingency planning exercise is planned for the beginning of the activities in September involving members of the 'Project Steering Committee'.

### **Constraints and Assumptions**

74. Potential security problems and resulting lack of access could force WFP to interrupt or abandon the proposed activities. Lack of implementing capacity is not foreseen to be a problem on the side of the Government, and will be supplemented by NGOs who offer the requisite skills and experience.



75. WFP field monitors will need to closely monitor how cooperating partners record the accrual of benefits per beneficiary, in order to prevent possible collusion between cooperating partners and beneficiaries.
76. WFP requires cooperating partners to report any incidence of attempted or actual corruption and will monitor such risks itself through beneficiary contact monitoring.
77. The risk for beneficiaries themselves in receiving a cash transfer should be limited due to the relatively low amount, by Tunisian standards. It is expected that only the poorest households will benefit and that there will be a high social acceptance of WFP's intervention and its targeting. Nonetheless, in the current political climate, WFP will have to communicate well its intentions in order to avoid envy from community members excluded from assistance, which could lead to antagonism towards WFP. Beneficiaries will be able to choose the date and time when they collect their benefit which will help to prevent them from becoming targets for theft or extortion. This and other potential protection issues will be monitored closely.

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## SECURITY CONSIDERATIONS

78. WFP staff will only travel to the parts of the country where this activity is intended to be carried out in order to conduct short monitoring missions. In the case of an escalation of insecurity, WFP staff could be evacuated from Tunis relatively easily. WFP's office in Tunis has been inspected and cleared by the United Nations Department of Safety and Security (UNDSS). The current UNDSS security level for Tunisia is 3 ("moderate").

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## RECOMMENDATION

The Executive Director is requested to approve the proposed protracted relief and recovery operation Tunisia 200307 at a total cost to WFP of US\$21.3 million.

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## APPROVAL

..... Date:.....

Josette Sheeran

Executive Director

United Nations World Food Programme



## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>12</sup>	Quantity ( <i>mt</i> )	Value ( <i>US\$</i> )	Value ( <i>US\$</i> )
Cereals	-	-	
Pulses	-	-	
Oil and fats	-	-	
Mixed and blended food	-	-	
Others	-	-	
<b>Total food</b>	-	-	
Cash transfers		14,302,000	
Voucher transfers		-	
Subtotal food and transfers			14,302,000
External transport			-
Landside transport, storage and handling			-
Other direct operational costs			2,465,533
Direct support costs <sup>13</sup> (see Annex I-B)			3,164,711
Total WFP direct costs			<b>19,932,244</b>
Indirect support costs (7.0 percent) <sup>14</sup>			1,395,257
<b>TOTAL WFP COSTS</b>			<b>21,327,501</b>

<sup>12</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>13</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

<sup>14</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>Staff and staff-related costs</b>	
International professional staff	1,473,360
International general service staff	-
Local staff - national officers	-
Local staff - general service	-
Local staff - temporary assistance	491,123
Local staff – overtime	40,600
Hazard pay and hardship allowance	-
International consultants	31,000
Local consultants	6,000
United Nations volunteers	-
Commercial consultancy services	50,000
Staff duty travel	640,395
<b>Subtotal</b>	<b>2,732,477</b>
<b>Recurring expenses</b>	
Rental of facility	81,000
Utilities	7,500
Office supplies and other consumables	6,700
Communications services	143,750
Equipment repair and maintenance	1,250
Vehicle running costs and maintenance	66,333
Office set-up and repairs	1,250
United Nations organization services	6,250
<b>Subtotal</b>	<b>314,033</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	85,000
Communications equipment	8,200
Local security costs	25,000
<b>Subtotal</b>	<b>118,200</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>3,164,711</b>



<b>ANNEX II LOGICAL FRAMEWORK TUNISIA PRRO 200307</b> <b>“ASSISTANCE TO DISADVANTAGED RURAL COMMUNITIES AFFECTED BY FOOD INSECURITY”</b>		
<p>- <b>WFP Strategic Objective 3: “Restore and rebuild lives and livelihoods in post-conflict, post disaster or transition situations”</b>  <b>Goal: “To support the re-establishment of livelihoods and food and nutrition security of communities and families affected by shocks”</b></p> <p>- <b>FAO Strategic Objective I: “Improved preparedness for, and effective response to, food and agricultural threats and emergencies”</b></p>		
Results	Performance indicators	Risks, assumptions
<p><b>Outcome 1</b> Improved food consumption over assistance period for target households</p>	<p>Indicator: Household food consumption score (FCS). Target: 80% of households have an acceptable/borderline FCS. Threshold: FCS 28-42 Source: WFP/FAO assessments</p>	
<p><b>Output 1.1</b> Cash distributed in sufficient quantity to target groups of women, men, girls and boys under secure conditions</p>	<p>➤ Number of women, men, girls and boys receiving cash, by category and as % of planned figures.  Target: 90% of targeted households participate regularly in cash-for-work activities and withdraw their benefit at Post Office branches. Source: Implementing partner participation and Post Office transaction records.</p> <p>➤ Number of security incidents. Target: Less than 5% of beneficiaries report security incidents or other protection issues related to receiving the cash benefit. Source: Beneficiary contact monitoring.</p>	<p>Risks :</p> <ul style="list-style-type: none"> <li>➤ Benefit might not be high enough to attract beneficiaries.</li> <li>➤ Target households may not all have able-bodied members to participate in activities.</li> </ul>
<p><b>Outcome 2</b> Communities’ livelihoods protected and self-reliance enhanced.</p>	<p>Indicators: household income. Target: Average household income increased by 5% (excluding WFP cash benefit).</p>	
<p><b>Output 2.1</b> Most vulnerable population and relevant agricultural interventions selected.</p>	<p>➤ “Heat map” of food-insecure governorates generated in collaboration with Ministry of Social Affairs. Target: Agree with Ministry of Social Affairs on “heat map” of governorates with highest concentration of particularly vulnerable families. Source: Ministry of Social Affairs vulnerable families records, recent WFP/FAO food security assessment.</p> <p>➤ Most vulnerable governorates to be targeted identified. Target: 5-6 governorates identified for FAO/WFP intervention.</p>	<p>Whether or not the beneficiary number aimed for can actually be reached will depend on the number of communities that will be selected where there is a sufficiently high number of food-insecure households <i>and</i> cash-for-work and JFFLS activities are feasible.</p>



	<p>Source: "Heat map" agreed with Ministry of Social Affairs.</p> <p>➤ Types of cash-for-work intervention agreed with Ministry of Agriculture.</p> <p>Target: Agree with Ministry of Agriculture on 4-5 standardised types of community works (cash-for-work) interventions from the following areas:</p> <ul style="list-style-type: none"> <li>• Natural resource and water management</li> <li>• Forest and mountainous environment development</li> <li>• Irrigation or drainage systems</li> <li>• Rangeland and livestock infrastructure management</li> <li>• Sustainable Fisheries and aquaculture</li> <li>• Climate change adaptation</li> </ul> <p>Source: Govt. agriculture development plans &amp; local CRDA plans.</p>	
<p><b>Output 2.2</b> Cash-for-work activities carried out in previously selected communities.</p>	<p>➤ Training of trainers and technical specifications for each cash-for-work intervention type. Target: Training course for 25 site supervisors for each of the 4-5 project types designed and carried out (FAO).</p> <p>➤ Workers identified from eligible households and assigned to cash-for-work projects.</p> <p>➤ Procurement of needed materials. Target: FAO has defined the type and quantity of tools and materials needed for each project. WFP has procured and distributed all materials needed for cash-for-work activities (e.g. tools, construction materials, seeds, trees, fertiliser, building materials, etc). (Although WFP will be responsible for the procurement, part of it will be financed by the FAO budget component.)</p> <p>➤ Training and equipment of workers. Target: FAO has technically backstopped the instructions delivered by site supervisors and supervised the technical design of all projects. Project sites and individual workers have been equipped with all the tools and other inputs required for the activity to be carried out.</p>	<p>Transportation may need to be organised to allow workers to travel to project sites that are not within walking distance of workers' homes. This would fall within the local government's responsibility.</p> <p>Procurement of inputs may run into delays due to market availability issues. Should such issues arise, these are not expected to be serious.</p> <p>Cash delivery: Should there be serious and recurring problems with cash delivery by the Post Office, an alternative partner may need to be sought. Given this partner's responsibility for a number of nationwide social safety nets and reputation for</p>

	<ul style="list-style-type: none"> <li>➤ Cash release system and operational and technical monitoring of activities have been put in place. Target: WFP has set up a payment and payment monitoring system between the Tunisian Post Office (payments), the implementing partner, WFP and the government (instructions and monitoring). FAO has put in place a technical monitoring system for the cash-for-work activities.</li> <li>➤ Impact evaluation for each project. Target: FAO has evaluated the cost/benefit impact of each project on an environmental, social and economic basis.</li> </ul>	reliability, this is not expected to become an issue.
<p><b>Output 2.3</b> Farmer field school training activities carried out in the same communities, building on structural improvements from cash-for-work activities.</p>	<ul style="list-style-type: none"> <li>➤ JFFLS Training of trainers Target: FAO has organised a series of two-week trainings of facilitators from local NGOs to run junior farmer field and life school (JFFLS) learning activities.</li> <li>➤ JFFLS groups of +/- 30 farmers established Target: FAO has established a system to backstop the facilitators and has provided a grant to each JFFLS established. The grant will allow the JFFLS to remunerate the facilitator and to purchase learning and production materials.</li> <li>➤ Institutional linkages established for JFFLS Target: FAO has linked the JFFLS to existing institutional mechanisms to access micro credit funding for individual enterprise creation.</li> <li>➤ Monitoring and evaluation Target: FAO has evaluated the JFFLS' impact on communities' environmental, social and economic development.</li> </ul>	

<p>- WFP Strategic Objective 5: “Strengthen the Capacities of Countries to Reduce Hunger, including through Hand-Over Strategies and Local Purchase”.            Goal: “To strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger”            - FAO Organisational Result IO3, “Countries and partners have improved transition and linkages between emergency, rehabilitation and development”</p>		
Results	Performance indicators	Risks, assumptions
<p><b>Outcome 3</b>            National Food Security Strategy process launched.</p>	<p>Indicators: Government food security focus group formed, agenda and targets set.</p> <p>Target: Ministries of Social Affairs and Agriculture, National Institute of Statistics and Prime Minister’s Office agree on a schedule for regular meetings to discuss a national food security strategy, including procedural changes to be introduced at administrative level and plans for legislative changes/innovation.</p>	
<p><b>Output 3.1</b>            Food security policies are supported.</p>	<p>➤ Assessment of existing food security and safety net programmes carried out.</p> <p>Target: In collaboration with government, WFP and FAO have assessed existing food security policies &amp; systems in Tunisia to support policy development &amp; contribute to improved targeting &amp; hunger solutions.</p> <p>➤ Support to the government food security strategy</p> <p>Target: WFP and FAO have organised a round table discussion with the government, development stakeholders &amp; donors to share lessons learned &amp; discuss potential future food security-related initiatives.</p>	

### ANNEX III - List of Acronyms Used in the Document

CFW	cash for work
CRDA	<i>Commissariats Regionaux Developpement Agricole</i> (Regional Committee of Rural and Agricultural Development)
EFSA	emergency food security assessment
FAO	Food and Agriculture Organization of the United Nations
HDI	Human Development Index Junior Farmer Field and Life Schools
MoA	Ministry of Agriculture
MoSA	Ministry of Social Affairs
MDG	Millennium Development Goals
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
TND	Tunisian Dinars
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
USAID	United States Agency for International Development
WFP	United Nations World Food Programme

### ANNEX IV – Map

