

# Provision of emergency food and cash response to populations affected by the war in Ukraine.

Budget: EUR 3 million  
Project Duration: 12 months

## 1. Country Context

Since the invasion of Ukraine in February 2022, fighting and insecurity have persisted across the country with greater concentration in the East and South. The initial mass displacements have not been replicated in 2023, though there continues to be an evolving displacement and access crisis in Ukraine leading to a worsening humanitarian situation for many families. Throughout Ukraine, many parts of the economy are suffering from the widespread impact on infrastructure and basic services. Small movements in the front line, and constant shelling of communities within 50km of the front line, combined with attacks targeting national infrastructure have created an atmosphere of uncertainty with substantial physical and economic access constraints. Markets close to the 1,000km front line are not functioning in a way that people who have remained in their home communities have confidence in access to food or other essential needs. As an example, from January 2023 to May 2023 over 3,600 impacts from missiles, artillery and shelling impacted Kherson town alone. This is replicated in many communities within 50km of the front line. A lack of investment due to this uncertainty means that displaced and resident people remain without work. The National Bank of Ukraine estimated that 36% of those who had a job before the war are unemployed in early 2023.

A recently completed multi-sector needs assessment (MSNA), compiled by REACH International and WFP, highlights key areas of uneven need in Ukraine. About a quarter of all households in Ukraine were found to have Food Security Living Standard Gaps (are food insecure). This share is notably higher in the East and South macro regions. In accessible areas, data suggests that the main driver of food security is economic access. Analysis of consumption expenditures illustrated that most households lack the economic capacity to meet essential needs and many households deploy expenditure-related strategies (such as buying less preferred products). In inaccessible areas close to the front line, where WFP carries out most of its food distributions, indicative findings show that security and access to essential services are of high concern. Most respondents to the MSNA in both accessible and hard-to-reach locations state "food" as their main priority need. Over 39% of people reported food as their main priority need in accessible areas and this was even higher (69%) among respondents in harder to reach and inaccessible areas.

It is essential that humanitarian actors, including WFP, are prepared to respond to the evolving situation on the ground. Any movement of the front line in either direction will increase the resources required to meet the needs of affected communities. A movement of the frontline Southwest to the east (Kherson southeast) would likely provide access to up to 200,000 people in need of assistance, though those people tend to be very dispersed. Any movement of the front line in Zaporizhia has a potentially significant impact on accessing large numbers of people. There are up to 500,000 people in non-accessible areas of Zaporizhzhia, with many mid-size settlements on borders with Dnipro Oblast and Kherson Oblast. The entire front line bordering Donetsk has potentially very high population numbers, with large urban areas. There are significant populations in areas that have not been accessible since February 2022 and even larger in areas beyond Ukrainian government control prior to the invasion with the Donestkyi Raion having a potential population of 1 million people. Overall, there is likely a large resource requirement for



movements to this front line, and whilst it is likely that large populations are easier to access, there could be large displacements to factor in and overall needs will put strains on supply chains.

Households with certain demographic characteristics have been found to be more vulnerable to food insecurity in Ukraine, and WFP will target these households with food and cash assistance. These include displaced households, households with a person(s) with a disability, female single parent households, and households with people with chronic illnesses. Unemployment also contributes significantly to the risk of vulnerability to food insecurity. Unemployment and a lack of access to livelihoods is a serious concern, particularly in areas that have been directly affected by active fighting and near the front line. Economies are struggling to recover with a near universal lack of access to credit, land that is inaccessible due to unexploded ordnances and mines, and damaged infrastructure creating major challenges in recovery and exacerbating humanitarian needs.

WFP's humanitarian response has become increasingly focused on Eastern oblasts, with food assistance increasingly targeting narrow geographic areas close to the front line. Implementation plans are in place to reduce assistance during summer months, when a household's ability to meet consumption needs is greater, to allow WFP to plan for increased caseloads in the winter. Prepositioning food in case of access to new locations and ensuring food procurement is in place for winter peaks in need are vital to WFP's overall response.

## 2. Description of Proposed Activities

Through this proposal, WFP is seeking an allocation of EUR 3 million towards Activity 1 of the Transitional Interim Country Strategic Plan. This encompasses all WFP's short-term relief interventions such as the provision of emergency in-kind and cash. Proposed interventions will target people most in need of food assistance and who currently are or have recently been severely affected by the war.

It is estimated that WFP will be able to reach either 41,490 people with food rations or 15,864 people with multi-purpose cash transfers for a duration of three months.

The project duration is 12 months. This is to cater for the logistical requirements needed to implement this activity including procurement of food commodities, preparation of food kits, monitoring exercises *et al.*

**Bread and rapid response:** WFP will utilize rapid response rations, including fresh bread and ready-to-eat rations, to assist populations in newly accessible areas or in areas without any basic services. The frequency is weekly, and the ration is composed of bread, canned meat, and canned beans. Distributions are conducted in collective centres or IDP / transit sites. Given the rapidly evolving context, this intervention will have a countrywide coverage with a specific geographical focus as the displacements or new needs are recorded.

**General Food Distribution:** WFP will provide monthly rations in hard-to-reach and very hard-to-reach geographic areas directly affected by the war where markets are either no longer functional or in danger of being non-functional with changing conflict dynamics. The ration is nutritionally balanced, increasingly locally procured and culturally appropriate - it is composed of wheat flour, pasta, oats, sunflower oil, salt, sugar, and canned protein (beans and meat). Most commodities will be sourced locally except for canned goods and iodized salt. WFP's cooperating partners will deliver the ration in a box (kitted) or palletized with WFP bags for beneficiaries. The main recipients



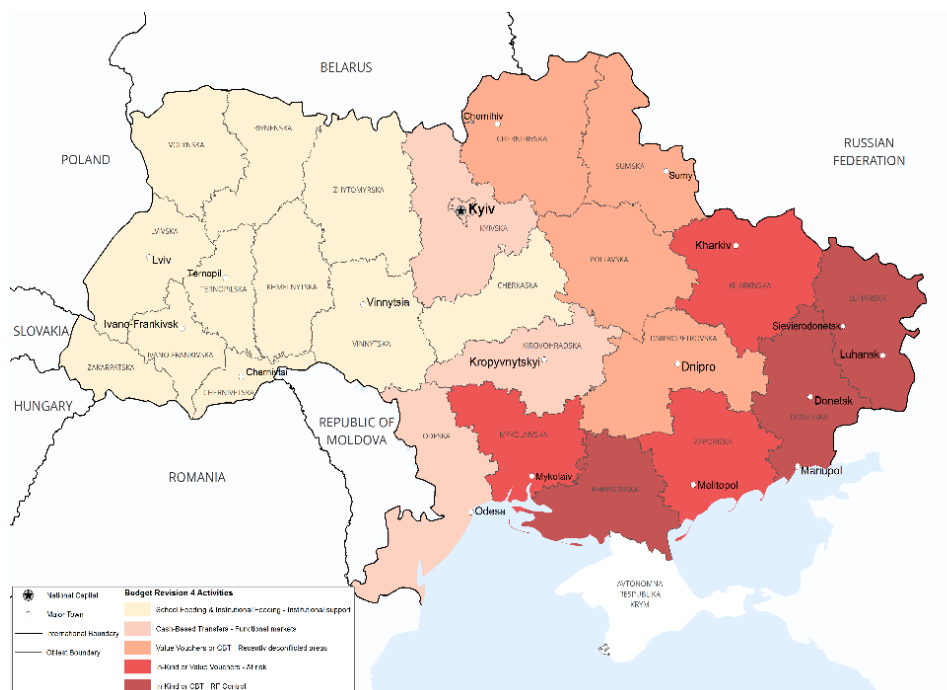
of this intervention are people with disabilities, pensioners, single-headed households, and people who have lost their homes to the conflict.

**Value Vouchers:** Redeemable at supermarket chains, vouchers will be utilised if full markets have not re-opened, but food can be purchased at reliable prices at supermarkets. This modality will be used over short periods of time to encourage market reopening and ensure food delivery.

**Multi-purpose Cash Assistance:** WFP is providing a monthly ration of USD 60 per beneficiary as established by the Cash Working Group and in line with national government recommendations for humanitarian cash assistance. The support aims to cover the basic needs of targeted individuals thus the overall cost is higher than the sectoral food assistance support. If the Cash Working Group, through a comprehensive process, reviews the recommended transfer value, then WFP will adjust its response accordingly. WFP works in close collaboration with other humanitarian organisations and will continue to do so by facilitating de-duplication and promoting complementarity and efficiency of humanitarian response.

**Geographical prioritization** based on where assessments indicate higher levels of vulnerability and food insecurity will be combined with household level vulnerability indicators, market functionality (to differentiate between in-kind and CBT delivery) and proximity to the front line. These indicators are already applied for WFP in-kind food assistance beneficiaries. Findings from multi-sector assessments and continuous data collection will be utilized to inform targeting criteria while considering specific protection concerns for displaced and non-displaced people. Local administrations and partners will be continuously consulted to ensure that vulnerability targeting by WFP reacts to the changing situation on the ground. Due to the rapid changes in conflict and displacement, WFP will remain flexible prioritizing those in most need at any given time. Special attention will be given to the needs in the newly accessible areas.

In terms of **beneficiary targeting**, WFPs cooperating partners are required - as stipulated in the Field Level Agreements (FLAs) - to prioritize beneficiaries by applying vulnerability criteria such as households with one or more chronically ill persons or with persons with disability; households with older people or single-headed households with dependents, among others.



### 3. Accountability of Affected Population & Protection

Across its response, WFP adheres to the humanitarian principles of humanity, neutrality, impartiality, and operational independence. This implies, inter alia, a commitment to doing everything possible to reach and assist all populations in need irrespective of whether they are situated in government or non-government-controlled areas.

WFP is cognizant of the fact that increased military presence heightens the risks of gender-based violence. There is an increased risk of sexual exploitation and a lack of adherence to international humanitarian law and protection of civilian populations from unlawful attacks is compounding these impacts. WFP has been working closely with specialized Protection and Gender actors within relevant inter-agency coordination fora to ensure meaningful contribution to the development and well-functioning of referral pathways through which it can be ensured safe and timely response to possible Gender-Based Violence (GBV) disclosures and Sexual Exploitation and Abuse (SEA) allegations. Moreover, in line with WFP's Zero Tolerance policy on SEA, WFP developed context-specific procedures to prevent, report and respond to SEA allegations, ensuring the safety and security of SEA survivors as a most important priority.

WFP prioritizes safety and security and Do No Harm when planning and implementing its interventions. To mitigate risks for beneficiaries attending food distributions in volatile areas, cooperating partners work closely with local authorities to identify safe distribution sites and stagger distributions to avoid large gatherings of people. WFP engages with local NGOs to understand potential exclusion risks for vulnerable groups and tailor the programme to reach people in situations of vulnerability. WFP is also engaging with the Protection Strategy Working Group (PSWG) to advocate for the implementation of an HCT Protection Strategy.

To expand access to information, services and assistance and enhance accountability to affected populations, WFP established and/or contributes to different Community Feedback Mechanisms (CFM), including an organization-specific toll-free Hotline, Helps Desks at distribution sites, social



media and webpages, inter-agency mechanisms, such as chatbots and hotlines. Established CFMs perform three core services:

1. Two-way communication channel: Act as a repository and source of centralized information to its stakeholders by i) providing key messaging and information directly to CFM users with inquiries and ii) providing information to WFP about the needs on the ground based on the information collected from CFM users.
2. Serves as a pathway for the referral of issues raised by CFM users regarding i) Feedback on the reality of events and the situation on the ground; ii) Complaints about anything related to WFP programmes and services.
3. Support centralized trends analysis informing decision-making and advocacy.

As such, affected populations from different Age, Gender and Diversity groups are enabled to access the established CFMs to obtain information on WFP's programmes, submit their feedback and complaints and access services and assistance from WFP and other partners through agreed upon feedback handling pathways, including referrals, escalation and workflows, which include guidance on response time to feedback to ensure feedback loop closure, document programme adjustment and to build trust with affected communities.

To ensure full accountability, WFP's CFM is established in line with WFP corporate guidance on functional CFMs and is, therefore, enabled to not only process programme-related inquiries, but also safely and effectively handle allegations of sexual exploitation and abuse, harassment, fraud, corruption, and quality issues.

#### 4. Monitoring and Evaluation

WFP has a gender-responsive and protection-sensitive monitoring system in place to track and report regularly on implementation progress and quality providing evidence to assess and adapt programming as necessary and ensuring accountability. It also includes measuring outcome level progress, analysing indicators on food security, household food and livelihood coping strategies, economic capacity to meet essential needs, as well as cross-cutting themes such as protection, accountability to affected populations and gender equality.

WFP is using a local third-party monitoring company to monitor its activities nationwide, which has a well-established network of monitors countrywide as well as providing remote monitoring through a call centre. Additionally, WFP is conducting complementary in-house monitoring through its monitoring staff in Field Offices (such as Dnipro and Odesa), supported by the Country Office monitoring team.

Furthermore, WFP regularly monitors market functionality in areas severely hit by the emergency, to understand the speed and scale of recovery and how that can help inform WFP implementation strategy.

WFP continues strengthening its feedback mechanisms, in addition to its functioning hotline, and community outreach in order to engage and empower affected communities throughout the project lifecycle, highlighting emerging protection and conflict sensitivity risks, ensuring accountability and informing WFP's interventions.



## 5. Coordination and Implementation Arrangements

WFP participates in or leads many of the key humanitarian coordination mechanisms at Kyiv and field office levels and is a key driver for efficient humanitarian assistance. WFP's Head of Field Office is the co-chair of the Humanitarian Operations Planning Cell (HOPC) – the mechanism in place that coordinates, prioritises and implements inter-agency convoys (IAC) from Dnipro and Odesa. WFP co-chairs the UN PMT and OMT and is an active member of the SMT – ensuring WFP is informed and participates in programmatic, operational and security dynamics. WFP co-coordinates the Food Security and Livelihoods cluster – one of the best performing clusters against planned figures in Ukraine, ensuring food requests are effectively delivered, and food assistance is managed efficiently to meet the broadest range of needs of people in Ukraine.

In 2023, nine entities are supporting the delivery of food assistance to the most vulnerable communities. As part of its efforts to promote the localization agenda, 6 out of the 9 partners contracted by WFP are local (see below in bold):

1. **Team4UA**
2. **Angels of Salvation**
3. **Spivdiia**
4. **TARILKA**
5. **100%LIFE**
6. **Ukrainian Red Cross Society**
7. Samaritan's purse
8. Polish Humanitarian Action
9. Adventist Development and Relief Agency

These partners cover all of the Raions and Hromadas closest to the front line or touching the frontline, with Raions being assigned to partners to ensure there is no overlap in assistance and for easier follow up on areas of responsibilities. In case of a movement of the front line, WFP will assign these partners to new locations to minimize the risk of overlap.

## 6. Risk management

Type of risk	Assumptions and Risks	Mitigation Measures
Strategic	<ul style="list-style-type: none"> <li>The conflict and security situation are likely to remain volatile and unpredictable with the potential for increases in offences, movement of the front lines and displacements.</li> <li>Competing and shifting humanitarian priorities may divert focus and needed funding away from Ukraine and affect the implementation of the Action.</li> </ul>	<ul style="list-style-type: none"> <li>WFP will develop scenario planning and adaptive programming to work with humanitarian partners to ensure that activities can respond to the evolving conflict dynamics. WFP will monitor the situation, ensuring that the potential political implications of a protracted conflict are communicated, and programming adjusted in response while ensuring adherence to the humanitarian principles.</li> <li>WFP will continue advocacy efforts and work to maintain a high profile of the response while diversifying the donor and partner base.</li> </ul>
Operational	<ul style="list-style-type: none"> <li>Continued challenges in accessing front line locations with limited de-confliction processes will impact the humanitarian response and its ability to reach those in most need.</li> <li>Price, supply and quality changes could impact WFP's ability to locally procure food and enhance linkages with Ukraine's agricultural and WFP's global commodity purchasing facilities.</li> <li>Operating in an active conflict creates challenges to ensure that protection is afforded for principled humanitarian actions and that all programmes and interventions do no harm.</li> <li>The damage caused to infrastructure, energy, electricity, and water services could impact WFP's ability to maintain key staff in the right locations.</li> </ul>	<ul style="list-style-type: none"> <li>WFP will work to reach those most in need in compliance with United Nations Security Risk Management measures.</li> <li>WFP will monitor prices, and quality and remove barriers for Ukraine's food actors.</li> <li>WFP and cooperating partners will work with local stakeholders to identify safe distribution sites and adopt relevant mitigation measures, such as staggering distributions to avoid large gatherings of people. Robust CFMs will be enhanced to address concerns related to exclusion, equity, and protection.</li> <li>Business continuity planning will be carried out to ensure this risk has a minimal operational impact.</li> </ul>





Fiduciary	<ul style="list-style-type: none"> <li>• Risk of potential fraud and corruption/misappropriation of funds, diversion of humanitarian assistance preventing the effective use of resources and maximizing the impact on the most vulnerable communities.</li> <li>• Possible reports of sexual exploitation and abuse of beneficiaries and people living in vulnerable situations breaking the trust and acceptance by local communities.</li> </ul>	<ul style="list-style-type: none"> <li>• Internal control, operational procedures and anti-fraud and anti-corruption awareness raising will be strengthened to prevent, detect, and report fraud and corruption risks.</li> <li>• Requiring staff to complete WFP's mandatory trainings.</li> <li>• Due diligence of contracted third parties.</li> <li>• PSEA will be integrated into WFP's operations and engagement with partners to safeguard beneficiaries and staff, including engaging personnel and partners as agents of change.</li> </ul>
Financial	<ul style="list-style-type: none"> <li>• Inflation and depreciation of the local currency impact beneficiary's ability to meet their essential needs.</li> <li>• Price volatility and rapid changes in the financial system inside Ukraine impacting WFP's ability to contract suppliers or partners difficult and limiting the ability of WFP to meet its financial obligation towards contracted third parties.</li> </ul>	<ul style="list-style-type: none"> <li>• Regular food security, market and supply chain assessments and monitoring will be undertaken, and flexibility provided to adjust WFP's activities.</li> <li>• Review the assistance value if in line with the market prices. This includes monitoring and assessment of food prices.</li> <li>• Perform market assessments before increasing local procurement or introducing CBT activities.</li> </ul>

## 7. Reporting and Visibility

**Reporting:** WFP will provide an Annual Country Report (ACR) which informs about the use of donor contributions and the annual performance/results achieved. The ACR is made publicly available in March of each year (on the website: <https://www.wfp.org/publications/annual-country-reports-ukraine>) and will be shared with partners.

**Visibility:** Food items sourced will have commercial markings as this will expedite the procurement process thus ensuring food is readily available to respond to ongoing emergencies. WFP Ukraine will make every effort to provide the donor with adequate online visibility through social media (Twitter or Facebook) or human-interest stories. Finally, WFP will mention Belgium's contribution in the relevant sections of WFP's global website and publications as well as WFP Ukraine's external sitrep.





## 8. Budget

Activity Costs Summary	USD	EURO
<b>Total Transfer</b> <sup>[1]</sup>	2,915,586	2,702,749
<b>Implementation Costs</b> <sup>[2]</sup>	63,851	59,190
<b>Direct Operating Costs (DOC)</b>	2,979,438	2,761,939
<b>Direct Support Costs (DSC)</b> <sup>[3]</sup>	59,291	54,963
<b>Total Direct Costs</b>	3,038,729	2,816,901
<b>Indirect Support Cost (ISC)</b> <sup>[4]</sup>	197,517	183,099
<b>Grant Total Activity Costs</b>	<b>3,236,246</b>	<b>3,000,000</b>

### Notes:

<sup>[1]</sup> Transfer costs, which correspond to the monetary value of the item, cash, or service provided, as well as the related delivery costs. In the case of food, the costs under transfer include but are not limited to the purchase price of the commodity, costs of transport and rent & security costs of warehouses.

<sup>[2]</sup> Correspond to expenditures that are directly linked to specific activities within the programme, other than transfer costs. Examples include, and are not limited to, WFP staff working on an activity, assessments, monitoring and evaluation related directly to the activity; and WFP field office expenses linked to the activity. They can also include costs of assessments, monitoring and evaluations, and beneficiary management costs – targeting, sensitization, registration – non-food inputs for activity implementation, that are directly linked to an activity but not a specific transfer modality.

<sup>[3]</sup> Correspond to country-level expenditures that are directly linked to the execution of the programme as a whole but cannot be attributed to a specific activity within it. Examples include but are not limited to, country office management costs; rental costs for the country office; assessments and country portfolio evaluations not directly linked to a specific activity; and security costs of the main office.

<sup>[4]</sup> Costs that cannot be directly linked to the execution of the programme. The ISC recovery rate is determined by WFP Executive Board (EB) and approved annually in WFP's Management Plan. In November 2017, the EB approved the reduction of the ISC recovery rate from 7.0 percent to 6.5 percent beginning in 2018, making WFP's ISC rate one of the lowest among international organizations.