



## WFP Ethiopia Proposal to the Government of Belgium Country Strategic Plan (2020-2025)

Country:	<b>Ethiopia</b>
Executing Agency	<b>World Food Programme Ethiopia</b>
Project Title:	<b>Country Strategic Plan (2020-2025)</b>
Total Budget of Proposal:	<b>EUR 1,500,000</b>
Project sites:	<b>Tigray region, Ethiopia</b>
Estimated Number of Beneficiaries:	<b>362,981 crisis affected persons with emergency food assistance</b>
Project Duration:	<b>12 months</b>

### Description of context

The security situation in the Tigray Region of Ethiopia remains volatile more than nine months after conflict erupted between the Federal Government of Ethiopia and the Tigray People’s Liberation Front (TPLF) on 4 November 2020. The crisis has displaced more than 2 million people and disrupted the livelihoods of 91 percent of the region’s population of 5.7 million people<sup>1</sup>. Food production has been interrupted, food stocks have been depleted, and economic activity and associated income-earning activities are very limited. There is substantial infrastructural damage in urban and rural settlements, with the destruction of crops, livestock, and water sources. Looting of health facilities has severely disrupted health and nutrition services.

Prior to the conflict, food insecurity and malnutrition were widespread in Tigray. Some 27 percent of the population were already considered food insecure and the region was assessed as having a global acute malnutrition prevalence of 9.9 percent, a moderate acute malnutrition prevalence of 9.2 percent, and 49 percent of children were stunted (EDHS, 2019). The region was also reliant on WFP and other food operators for targeted supplementary feeding interventions reaching some 77,000 beneficiaries. In 2020, Tigray was further impacted extensively by the COVID-19 pandemic and the most severe desert locust invasion in decades. Due to these challenges, some 1.6 million people in Tigray were already requiring food and cash transfers from relief interventions and the Government-led national Productive Safety Net Programme (PSNP).

On the 28th of June 2021, the Federal Republic of Ethiopia declared a unilateral ceasefire, with its troops withdrawing from Tigray and the Tigray’s People’s Liberation Front (TPLF) took over. Despite this significant development, the situation remains challenging, as communication networks, particularly the internet, remains shut down. Furthermore, there is significant shortage in cash and fuel in the region, which is affecting usual economic services, as well as humanitarian activities. There have been some improvements in access within Tigray, and according to OCHA, 75 percent of the population are now in zones where relief operations can take place<sup>2</sup>. However, challenges still persist on movements into and out of Tigray. There

<sup>1</sup> National Disaster Risk Management Commission (NDRMC)

<sup>2</sup> OCHA “Ethiopia – Tigray Region Humanitarian Update: Situation Report (19 July 2021)”

are reports of confrontations between Tigray and Afar regions, southern Tigray and southern part of North West Tigray, and military build-up in Western Tigray as TPLF tries to either expand or regain access to the geographical areas which were part of the Tigray region prior to November 2020.

As a result of the conflict and these market disruptions, the Integrated Food Security Phase Classification (IPC) published in June indicates 5.5 million people in Tigray and neighbouring zones of Afar and Amhara regions face high levels of acute food insecurity with IPC 3 and above, out of which 4.1 million are in Tigray region, and 353,000 people are in Catastrophe (IPC 5).<sup>3</sup> In the areas where data was sufficient to conduct a projection analysis, the situation is expected to worsen through September 2021, with 4.4 million people (74% of the population analysed) in Crisis or worse (IPC Phase 3 or above). Among these, an estimated 400,000 people are expected to face Catastrophe (IPC Phase 5), which have been verified by the IPC Famine Review Committee in July<sup>4</sup>. NDRMC estimated the population in Tigray requiring food assistance at 5.2 million people as of March 2021. Worsening food insecurity is attributable to myriad factors: insecurity, loss of employment and income, disruption of markets and movement, loss of harvest, increased food commodity prices, and severe difficulties accessing cash and fuel. The high cost of food also results in most people not having access to age-appropriate, diverse and nutritious diets, compounding the dire food and nutrition situation in the region.

Despite some improvements in access since the resumption of nutrition operations in February 2021, there is still a gap in information on the nutrition situation in the region. There has not been a systematic and representative assessment to determine the nutritional situation to better inform the needs and allow more accurate planning for the response. However, some partners have conducted screening activities in several accessible locations across the region and indications are that wasting is generally high for both children under five and pregnant and lactating women (PLW), with wasting ranging between 20 to 34 percent of the screened children 6 to 59 months and PLW across North-Western, Central, Eastern and South-Eastern Tigray<sup>5</sup>.

## Needs analysis

### **Provide unconditional in-kind food relief to conflict-affected populations (CSP Activity 1).**

Considering the urgency and scale of the situation, through this contribution from Belgium, WFP proposes a focus on providing in-kind food relief to crisis affected populations to ensure they can meet their basic food and nutrition needs. For Tigray response, WFP has agreed with the National Disaster Risk Management Commission (NDRMC) to undertake a “one *woreda*<sup>6</sup>, one operator” approach whereby all acutely food-insecure beneficiaries in a particular *woreda* will be assisted by a single agency. This accounts for beneficiaries of the PSNP and food relief beneficiaries, as defined in the 2021 HRP. This “one *woreda*, one operator” principle has been used for several reasons including: avoiding duplication of assistance, efficiency, scalability, and speed of reaching acutely food-insecure households.

In Tigray, some 1,011,000 PSNP recipients were registered before the conflict, consisting of 783,000 public works (PW) beneficiaries and 227,000 permanent direct support (PDS) beneficiaries. However, the recent conflict has prevented access in both food and cash to many of the PSNP beneficiaries. To address the

<sup>3</sup> [IPC Acute Food Insecurity Analysis May-September 2021](#) (Not yet endorsed by the Government.)

<sup>4</sup> IPC “Famine Review of the IPC Acute Food Insecurity Analysis: Conclusions and Recommendations for Tigray Region, Ethiopia” July 2021

<sup>5</sup> [Summary Findings from the Nutrition Screening in Tigray - July 2021](#)

<sup>6</sup> Districts known as *woreda* are the third-level of the administrative division of Ethiopia - after zones and the regional states

increased needs in Tigray and ensure a streamlined and coherent humanitarian response for both PSNP and newly food-insecure populations, WFP is working with the Government of Ethiopia to scale up the PSNP in Tigray. This scale-up plan will target two beneficiary cohorts; existing PSNP clients, and non-PSNP clients who have become food insecure due to the conflict (referred to as transitory beneficiaries). While PSNP clients will remain on the Government register, transitory beneficiaries will receive temporary benefits during the current crisis period. This scale-up is currently forecast to last six rounds of assistance but may be adjusted depending on how the situation evolves and the resources available.<sup>7</sup> A summary of all estimated food-insecure beneficiaries in Tigray Region is shown below encompassing both HRP and PSNP beneficiaries.

## Description of the Project

The objective is to address the rapidly declining food security and nutrition situation in Tigray. WFP will support the Government of Ethiopia with general food distributions (GFD) to targeted beneficiaries in Tigray region to meet the essential needs of affected households. According to the “Operational Guideline for Joint Operation in Tigray Region” signed between NDRMC, Joint Emergency Operation for Food Assistance in Ethiopia (JEOP), and WFP in June 2021, WFP will aim to distribute the standard food basket comprised of 15kg of cereal, 0.45g of vegetable oil, 1.5kg of pulses, and 4.5kg of blended food per “Round” which lasts about 6-8 weeks period.

The targeted Woredas are affected by the conflict erupted between Federal Government of Ethiopia and Tigray’s People Liberation Front (TPLF) coupled with other hazards like recurrent drought and harvest losses, Desert Locusts (DL), and COVID-19. This has led to a serious food gap that requires immediate humanitarian assistance.

### Populations in need of relief food assistance in Tigray

Framework	Beneficiary Category	Number
2021 HRP and PSNP	HRP and PSNP	4,563,652
	Acutely food-insecure in rural areas	40,336
	Internally displaced and returnees	631,775
	<b>Total</b>	<b>5,235,763</b>

### Beneficiaries planned to be assisted with this contribution:

Activity 1	Estimated beneficiaries
Provide unconditional in-kind food relief to conflict-affected populations (CSP Activity 1)	362,981

## Programme implementation/Coordination

WFP will support the Government of Ethiopia with general food distributions (GFD) to targeted beneficiaries in Tigray, both PSNP and relief, in specific *woredas*. Although some *woredas* have started receiving assistance through PSNP channels, WFP will work closely with and inform the NDRMC, which is coordinating the PSNP in-kind food distribution. This will ensure that food distribution via PSNP channels will not be provided to the *woredas* where WFP will intervene, to avoid duplication of assistance.

<sup>7</sup> It will be adjusted when following situation occurs: 1) There is lack of funding, which requires WFP to reduce the rounds of assistance; 2) Insecurity which prevents WFP to provide regular assistance to certain targeted areas; 3) Deterioration of the food security situation which requires WFP to scale up the number of beneficiaries to be reached in the first rounds, which in the end reduces the number of rounds of assistance at a later stage. Prioritization among the areas that are secure and reachable will not be made until there is a concrete assessment data available. Cuts will be made from the rounds of distributions later in the year, with the hope that WFP will be able to mobilize additional funding meanwhile.

WFP has engaged in collaborative discussions with NDRMC and the Joint Emergency Operation for Food Assistance in Ethiopia (JEOP) which is a consortium of NGOs also addressing food insecurity in Tigray. The outcome of these discussions has been a more geographically consolidated allocation of *woredas* that should optimize supply chain and distribution processes for all actors.

WFP will work through cooperating partners (CPs) to support in the food distribution process. WFP is currently partnering with Food for the Hungry and Samaritan's Purse in the targeted areas. Due to the urgency of the response, WFP has waived the requirement for INGOs to go through a competitive process and WFP is rather engaging in direct negotiations with partners for the response while conducting the basic due diligence processes. While WFP will undertake all primary and secondary transport services of the commodities to *woreda*-level, CPs will be expected to support the distributions with technical and monitoring support from WFP. CPs will provide WFP with both narrative and financial reports.

### Monitoring and evaluation

This intervention is a humanitarian relief response designed principally to meet the immediate food and nutrition needs of conflict-affected populations. Due to the complex operating environment, WFP's emphasis will be on output monitoring which is collected through CPs. As stipulated in the field-level agreements (FLAs), the CPs are expected to adhere to the food distribution procedures and the reporting formats. The distribution reports from CPs will be entered into the Country Office Managing and Evaluation Tool (COMET) for reconciliation with WFP's supply chain data, which remains a strong basis for verification. Output data submitted by the CPs will further be verified and triangulated against related data from process monitoring, such as beneficiary lists, transfer amounts, CP record keeping, food losses, etc. Furthermore, WFP will apply its standard operating procedures for monitoring by ensuring that in each *woreda* at least one WFP monitor is permanently present during preparation and distribution to provide oversight. This will involve quality checks on key aspects such as whether timely and orderly distributions are taking place, spot checks to verify and validate the beneficiary lists, inspection of the distribution sites to ensure safety, COVID-19 safety measures in place, cleanliness, and proximity to beneficiary households. WFP will apply the same standards to CPs, ensuring that WFP monitors are in place to monitor that partner activities are in line with the global conditions of the Field Level Agreement which CPs sign up to.

Where possible, WFP will also seek to undertake outcome indicator monitoring, the feasibility of which will depend on access. Moreover, as there has been limited to no access to many *woredas* in Tigray, a viable baseline cannot be estimated at this time. Accordingly, this project will rather seek to establish baseline food security and nutrition outcome indicators in Tigray.

Post-distribution monitoring (PDM) will be conducted to monitor food security outcome indicators, whenever access allows, after 2-3 rounds of distributions. PDM will aim to establish how the assistance contributed to the reduction of food insecurity vulnerabilities at household level relative to established baseline findings by incorporating questions regarding understanding the household's food consumption patterns, dietary diversity and coping strategies and also by assessing the extent of access to, utilisation of, and satisfaction with food assistance received. During the distribution of food assistance and output and process monitoring activities, WFP will concurrently collect beneficiary contacts at the final distribution points into a secure database, to allow alternate remote-based data collection through telephone surveys where physical access to beneficiaries is extremely minimal.

WFP will continue to conduct price monitoring, which will be expanded from the current monitoring conducted in Mekelle, where access is obtained, in order to ensure there is no negative effects on the local market through in-kind intervention.

### Reporting and visibility

WFP publishes the Annual Country Reports (ACR) at the beginning of every year. As such, this contribution will be officially reported in the 2021 ACR, expected to be published by the end of Q1 2022, and the 2022 ACR, expected to be published by the end of Q1 2023. The ACR is the principle means through which WFP informs donors how resources for given projects were obtained, utilized and accounted for during the preceding year.

WFP also disseminates monthly country briefs, external situation reports and external dashboards that showcase achievements, improvements, challenges and needs related to WFP's operation in Tigray.

Representatives from the Government of Belgium will also be invited to attend the donor meetings which take place on monthly basis where operational and financial updates on main activities regarding Tigray and other regular activities in the country will be shared and discussed.

WFP regularly promotes and publicizes donor contributions on its website and social media through photo galleries, beneficiary stories, tweets etc.

## Budget

Activity Costs Summary	USD	EURO
Transfer	1,506,253	1,266,759
Implementation Costs	87,061	73,219
Direct Operating Costs (DOC)	1,593,315	1,339,978
Direct Support Costs (DSC)	81,418	68,473
<b>Total Direct Costs</b>	<b>1,674,733</b>	<b>1,408,451</b>
Indirect Support Cost (ISC)	108,858	91,549
<b>Grant Total Activity Costs</b>	<b>1,783,591</b>	<b>1,500,000</b>