

Food Security and Livelihoods Cluster in Ukraine
Contingency Plan
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Contingency Plan Overview

Ukraine's arm conflict started in 2014 after the annexation of Crimea by Russia. Subsequently, armed conflict erupted in Donetsk and Luhansk regions in Donbas, dividing the area into two areas: Government Controlled Area and non-Government Controlled Area. The protracted crisis is in its eighth year with some form of relative peace. Despite these successes, there have been several armed incidences involving rockets/mortar shelling and small armed fire with sometimes devastating consequences in deaths and damage to infrastructure. An increased risk of escalation in armed conflict in Donbas could trigger a complex humanitarian challenge that would have dire consequences on the population that reside close to the contact line and beyond. It will also reverse all the gains made over the years since the beginning of the crisis.

To develop the contingency plan that would contribute to Inter-Agency Contingency Plan (IACP) initiated by the HCT in Ukraine, the Food Security and Livelihoods Cluster (FSLC) called a dedicated Strategic Advisory Group (SAG) session to elaborate response approaches for the scenarios and risks agree at HCT level and within defined timeframes. Apart from SAG members, other key partners and observer (ICRC) participated in the discussion. Key points developed due to the SAG were raised and discussed widely with FSLC partners during the cluster meeting that allowed to agree on general approaches and strategy.

This plan only covers humanitarian crisis due to potential escalation of the armed conflict and not the ongoing pandemic.

The purpose of this plan is to ensure adequate and appropriate preparedness to respond to increase in displacement from multiple front lines. The plan will consider the influx of Internally Displaced Persons (IDPs), response modalities, and partners' capacity to respond following the Inter-Agency Standing Committee (ISAC) principles, emphasizing timely, effective, and well-coordinated humanitarian response. Amidst the projected challenges, the plan outlines three scenarios that have potential humanitarian consequences. The contingency plan is triggered based on the scenarios below in Table 1.

Table 1. Contingency planning scenarios¹

Best Scenario	Most Likely Scenario	Worst-case Scenario
FSLC partners gain access to NGCA or work around the restricted access. No significant change in the conflict and displacement caseload remains unchanged.	Decrease of humanitarian access. Increase of control on humanitarian activities from both sides of the contact line by the government/by the separatist. Discontinuity of Minks agreement and discussion on a new format. Areas within 15-20kms deemed relatively calm. New locations may be impacted, especially in the 0-5km zone.	Full increase of hostilities would cause massive displacement from multiple front lines. A significant change in dynamics to the crisis and rate of displacement soar. New locations will be heavily impacted, especially in the 0-5km zone. The population move 30 km away from the current line of control.
In line with 2021 HRP, 3.4 million people in need, of which some 640,000 have needs related to food insecurity.	4 million people in need, of which some 750,000 ² would have needs related to food insecurity.	5.5 million people in need, of which some 1.1 million ³ would have needs related to food insecurity.

The plan will focus on lifesaving assistance – immediate access to food – to the displaced population caused by an escalation in the armed conflict for six months. Thus, the plan is focused on Cluster Objective 1 “Ensure continued access to food for the most vulnerable people affected by conflict and/or the COVID-19 pandemic in the conflict-affected areas”. Livelihood inputs (agriculture and non-agriculture) will be provided by the partners after the IDPs settled and camps organized. The plan will regularly be examined and revised based on needs.

Estimated caseload - Key FSLC Data

In 2021, an estimated 1.5 million people (Table 2) are estimated to be in need of food and livelihood assistance in the affected areas, out of which only some 80 thousand are targeted with planned HRP response.

¹ Scenarios developed by OCHA and ICCG

² Preliminary FSLC estimation

³ Preliminary FSLC estimation

Table 2. Key data on number of people in need in food assistance and livelihood support⁴

	Total	Donetsk GCA	Luhansk GCA	Donetsk NGCA	Luhansk NGCA	Other Oblasts
Host population	1,429,000	316,000	117,000	658,000	339,000	N/A
IDPs	92,000	25,000	18,000	N/A	N/A	49,000

In order to verify all partners plans, including both HRP and non-HRP, the FSIC referred to partners in March 2021 to share with the cluster their plans to provide assistance in 2021.

The plan is taking into consideration partners' plan vs target as of March 2021 and confirmed funding or available resources. From the planning figures submitted by the partners recently, within the Cluster Objective 1 14 organizations plan to target 43,000 people with 54% (See table 3) funding confirmed. By location, 60% of funding for food assistance is confirmed for Donetska GCA, 58% for Luhanska GCA, 41% for Donetska NGCA and 53% for Luhanska NGCA as of March 2021. That means that partners have confirmed funding to cover food needs of 9,715 people in Donetska GCA, 7,007 people in Luhanska GCA, 4, 550 people in Donetska NGCA, 1,700 people in Luhanska NGCA (See Figure 1).

Table 3. People planned to be reached with food assistance in 2021⁵

	Total	Donetsk GCA	Luhansk GCA	Donetsk NGCA	Luhansk NGCA
People planned to be assisted	42,796	16,234	12,145	11,201	3,200
% of funding confirmed	54%	60%	58%	41%	53%
People planned to be assisted with confirmed funding	22,976	9,715	7,007	4,550	1,700

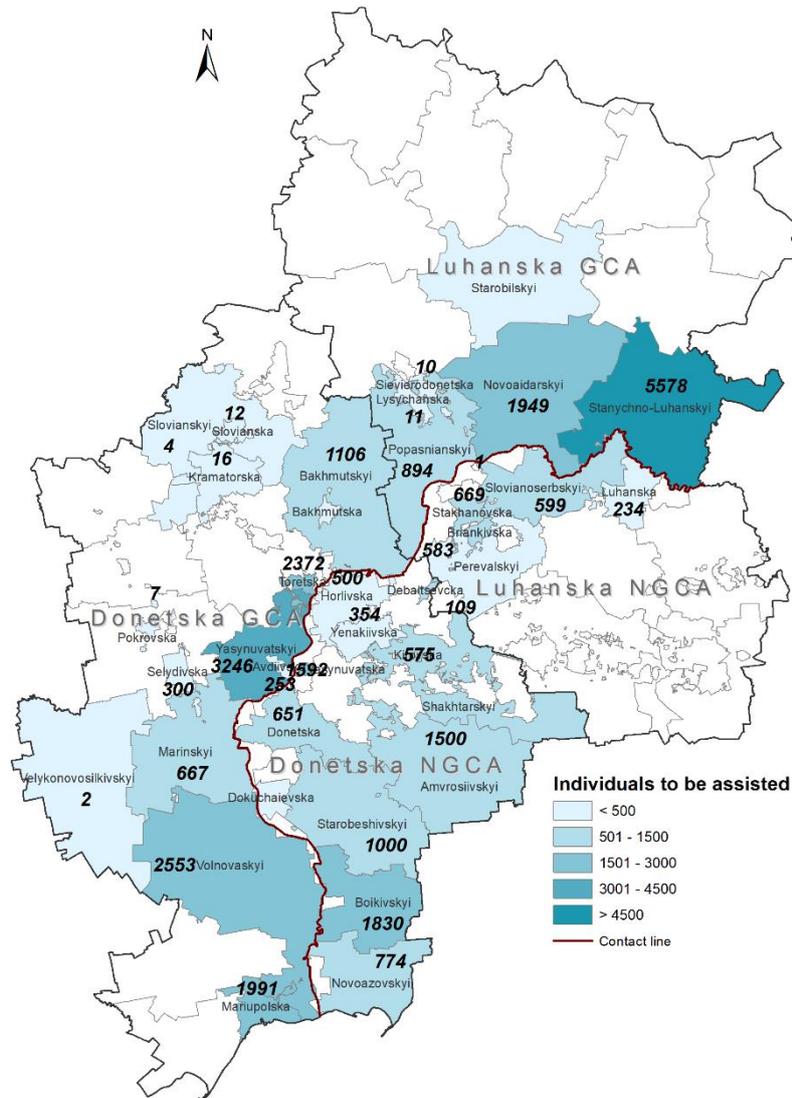
14 partners plan to provide food assistance: ACTED, ADRA, AirLight, ASB, Caritas, Emmanuil, FAO, NRC, Proliska, TGH and 4 partners operating in NGCA.

These will be considered partners to respond to the onset needs as we wait for more specialized partners pending on the severity and scale of the conflict.

⁴ 2021 HNO. FSLC section.

⁵ Information based on partners' plans shared with FSLC secretariat as of March 2021.

Figure 1 FSLC partners' 2021 annual plans to cover people affected with all modalities of food assistance⁶



Partners' Capacity Assessment

Existing partners' capacities will not adequately address any surge in the humanitarian situation, assuming a significant change in crisis and displacement. Although some institutions, primarily the International partners, have the institutional capacity to beef up in-country capacity if the situation changes. The current institutional capacities address the lifesaving needs and continue if the conflict dynamics and caseload remain the same. In the event of a severe crisis or the worst-case scenario, the cluster would expect support from World Food Programme and the International Committee of the Red Cross (ICRC), the host communities, and the government will respond. Host communities and local government are considered first responders because they share their limited resources with the IDPs as the

⁶ Source: partners' plans shared with FSLC secretariat as of March 2021

partners prepare to respond. Therefore, this plan ensures that the response starts within 72 hours of the conflict or five days. A delayed response shrinks support for the IDPs, and therefore it must be timely and adequate.

A worst-case scenario would require intervention from WFP and FAO.

According to the planning exercise for 2021 undertaken in March, at least 17 FSLC partners will be providing assistance in 2021, of which 12 international (including 3 UN agencies) and 5 national partners. 13 partners plan providing humanitarian services in GCA and 5 in NGCA. The cluster has detailed information on the planning operational presence of all the partners. The plan will identify potential as focal point to support coordination as the humanitarian response progress. FAO will lead sub-cluster coordination in areas they are present and in areas with no presence, partners with capacity will lead coordination effort in consultation with the cluster.

The partners will continue to work with and through the government counterpart, local government and community leaders during the response. Community entry will start by first meeting with the local authority, camp management leadership, and other institutions to ensure service delivery and coordination efforts are not hindered.

FLS Cluster Response Objectives and Strategy

The cluster's response objectives and strategy assume a likely to worst-case scenario based on the military hardware deployed in the conflict area and the likely catastrophic results if a fighting resume. According to the major news network (France24, CNN and Aljazeera), the amount of fighting men and weaponry deployed has surpassed the 2014 insurrection, and on this basis, the plan assumes a likely to the worst-case scenario. It is, therefore, the hope of the cluster that the above scenarios do not come to fruition. If the plan is triggered, the cluster's objective will focus on the immediate access to food for the displaced and vulnerable population for six months. This objective is aligned to sectoral objective 1. The Contingency plan will be revised, as necessary. After the first three months of the response, the partners will start to address livelihood needs, including homestead gardening.

The cluster will work with all partners, including the private sectors, to address the immediate access to food through a well-coordinated inter-cluster response. The worst-case scenario would require a more specialized agency response such as WFP and request the ICRC. As stated earlier, the current in-country capacity would not be adequate to respond to the worst-case scenario, but with a combined effort with existing capacity, the capacity will be adequate.

The plan will pre-identify focal points per location based on their capacity. They will help coordinate efforts and have day-to-day contact with partners and beneficiaries in the field to monitor the response and identify gaps. The monitoring will include who does what, where, when, and how.

The cluster will encourage joint inter-cluster rapid assessment to hotspots to assess the response and gaps, and incrementally encourage the partners to work with the local authority to conduct different needs assessment, including identifying the various vulnerable groups and targeting criteria. Even though the humanitarian response scale will be large, the cluster will strongly encourage harmonizing the response to avoid conflict, duplication and utilize the limited resources better. The plan will include the request for Central Emergency Response

funds (CERF) for the start-up of the large-scale food distribution or cash transfer, depending on the market's availability.

The cluster will develop food security sitrep, new letters, dashboards, maps, and bulletin.

Preparedness & Response

The below activities will start from the onset of the triggering of the plan to 72 hours as per the IASC guidance, followed by week 1- 3 weeks and from three weeks to 3 months plus. All actions by the partners in response to any onset emergency will be guided by the COVID-19 FSLC guidance.

Table 4. Likely Scenario

Response Time Frame after the plan is triggered	Details of activities	Targeted population	Location Targeted
1-3 days	<ul style="list-style-type: none"> Coordination with local authorities on relocation of population in GCA Actions most likely not feasible in NGCA Rapid assessment 	Current vulnerability criteria for beneficiary selection Mainly elderly and people with disabilities	Locations within 15 km along the contact line
1-4 weeks	<ul style="list-style-type: none"> Food for cash transfers to the most vulnerable to access food Direct food distribution to most vulnerable in locations where market is not functioning, in isolated settlements Partners use current food basket and voucher value for both option 2100 and 1575 kcal⁷ 		
2-3 months	<ul style="list-style-type: none"> Continue food distribution. Conduct food security and livelihoods assessment. 		ECA
3- 6 months	<ul style="list-style-type: none"> Provide livelihood assistance 		

Table 5. Worst-case Scenario

Response Time Frame after the plan is triggered	Details of activities	Targeted population	Location Targeted
1-3 days	<ul style="list-style-type: none"> Conduct rapid food security assessment to identify the most vulnerable households and groups. Coordination with local authorities 		

⁷ <https://fscluster.org/ukraine/document/food-basket-and-cash-based-transfers>

1-4 weeks	<ul style="list-style-type: none"> • Preferably in-kind food distribution to where market is not functioning, in isolated settlements • Partners use current food basket and voucher value for full ration of 2100 kcal • Conduct joint inter-cluster analysis. • Agree a common vulnerability targeting. 	All population	Locations within 30 km along the contact line In NGCA - particularly locations in urban area
2-3 months	<ul style="list-style-type: none"> • Continue food distribution. • Conduct food security and livelihoods assessment. 		Locations within 30 km along the contact line Both rural and urban areas
3- 6 months	<ul style="list-style-type: none"> • Provide livelihood assessment • Support immediate lifesaving needs. 		

It is likely that if the contingency plan is triggered - based on the worst scenario - that the cluster advocates for the redirection or reallocation of confirmed funding to immediate lifesaving needs in order to respond timely.

Under the worst-case scenario, partners expressed a concern of military presence and subsequent increase of displacement in other regions of Ukraine: Kharkiv, Mykolaiv, Kherson, Zaporizhzhia.

FSLC jointly with other clusters, REACH and ICCG should revise and update the Multisectoral rapid assessment tool that could be used immediately to estimate needs, including needs in access to food, in case of sudden escalation of hostilities.

To estimate potential needs in food assistance, it is crucial to take into account intercluster linkages, mainly damage of critical infrastructure (water, electricity lines) that may result in massive displacements of population.

The modality of the response (cash, voucher or in-kind food assistance) would depend on functioning of markets, possibility to establish warehouses in a specific locations.

Within NGCA, some partners expect displacement from rural to urban areas (mostly to large cities of Luhansk and Donetsk) within NGCA, not many people would move outside NGCA. This factor together with usual higher population density in urban areas may lead influence disproportionally higher food insecurity in urban settlements in NGCA.

In case of **best-case scenario**, partners will continue implement their projects as per HRP and non-HRP planned activities.

The FSLC will designate **district focal points** from most active partners for each of key areas where the escalation would be most likely:

- Donetsk GCA – Food and Agriculture Organization
- Luhansk GCA, Luhansk NGCA – NGO “People in Need”
- Donetsk NGCA – tbc.

Costing of the response

In case of escalation of conflict under the most likely scenario and the consequent increase of displacement, partners would target 253,000 people for three months with food assistance that exceeds the 2021 HRP target by 200,000 (53,074 people were targeted in 2021 HRP with immediate access to food).

The estimated cost includes recommended by FSLC food basket cost (cash-based transfer value) per person to cover 3 months of food assistance and 20% of administrative cost.

	Activities	Status of activity* HRP, Scale-up, New	Targeted population (e.g. how many people – please indicate specific groups of populations as appropriate)				Implementing agencies	Estimated total cost of activity (\$)	Additional financial requirement (\$) (cost that exceeds what is in HRP or new activities not reflected in the HRP)	COVID-19 consideration (if the planned activities will be adjusted due to COVID-19)
			People targeted in HRP	Additional people targeted	Total targeted	Type of people				
1	Food assistance (cash, voucher and in-kind, including home delivery)	HRP + scale-up	53,000	200,000	253,000	FSLC beneficiaries targeting criteria	9 INGOs 1 UN agency	20,166,000	24,199,200	N/A
GRAND TOTAL (for people targeted and cost)			53,000	157,000	210,000			20,166,000	24,199,200	