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Investing in rural people

**Results of the Executive Board vote by  
correspondence regarding a proposed grant  
under the global/regional grants window to  
the World Food Programme for the West  
Africa Emergency Response: Ebola Outbreak  
in Guinea, Liberia and Sierra Leone**

**Note to Executive Board representatives**

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**For: Information**

## **Results of the Executive Board vote by correspondence regarding a proposed grant under the global/regional grants window to the World Food Programme for the West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia and Sierra Leone**

1. At the 112<sup>th</sup> session of the Executive Board in September 2014, IFAD expressed its wish to support the emergency response to the Ebola crisis in West Africa in the form of a US\$3 million grant to the World Food Programme, as part of the Fund's involvement in the United Nations system-wide response to the Ebola virus disease crisis in West Africa. This support would enable poor rural people to achieve improved food security and nutrition, reduce poverty and strengthen resilience to shocks.
2. Given the urgency of the situation, on 24 October 2014 the Executive Board's approval was sought through a vote by correspondence on a Proposed grant under the global/regional grants window to the World Food Programme for the West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia and Sierra Leone (herewith attached), in accordance with rule 23 of the Rules of Procedure of the Executive Board (Voting by Correspondence). Members and alternate members were requested to submit their vote on the proposal by correspondence by midnight (Rome time) on 7 November 2014.
3. As of the close of voting, the number of votes required for validation had been received, as well as those necessary to approve the grant. Under rule 23 of the Rules of Procedure of the Executive Board, a vote is considered valid if replies are received from members having at least two thirds (2,855.814) of the total number of votes in the Executive Board (4,283.722). Under rule 19.1, all decisions of the Board are to be taken by a majority of three fifths of the votes cast, provided that such majority consists of more than one half of the total votes in the Executive Board.
4. Replies constituting 3,312.486 votes (approximately 77.30 per cent of the total of 4,283.722) were received from Executive Board members or their alternates by the prescribed deadline. Thus the requirement of rule 23 was met. A total of 3,247.920 votes were "yes" votes, thereby meeting the requirement under rule 19.1. A total of 64.566 votes were recorded as abstentions. No negative votes were received.
5. Thus, the Executive Board has approved the Proposed grant under the global/regional grants window to the World Food Programme for the West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia and Sierra Leone upon such terms and conditions as shall be substantially in accordance with those presented in the attached document.
6. While voting in support of the proposed grant, Canada requested that IFAD take note of the following reservations and reflect them in the records. Canada expressed its concern that:
  - "The primary activities within the grant (food distribution) are not aligned with IFAD's core business or the strategic objectives of its grant policy, and that IFAD is setting a precedent in this regard;
  - Funds could be better used to address needs related to the Ebola outbreak in areas more closely related to IFAD's programming, including impacts on livelihoods; and
  - Given current resource pressures, the grant could send the wrong signal regarding IFAD's financing needs."

7. Canada also requested IFAD to ensure the factual accuracy of all grant documentation, noting that the proposed grant will not fund research and training. This observation has been taken on board and the attached document revised accordingly. For ease of reference, deletions are shown in strikethrough and insertions are underlined.

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Investing in rural people

**President's report on a proposed grant under the global/regional grants window to the World Food Programme for the West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia and Sierra Leone**

**Note to Executive Board representatives**

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## Abbreviations and acronyms

GFD	general food distribution
mVAM	mobile Vulnerability Assessment and Monitoring initiative
SOE	statement of expenditure
WFP	World Food Programme
WHO	World Health Organization

## Recommendation for approval

The Executive Board is invited to approve the recommendation for a grant under the global/regional grants window to a non-CGIAR-supported international centre as contained in paragraph 7.

## President's report on a proposed grant under the global/regional grants window to the World Food Programme for the West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia, and Sierra Leone

I submit the following report and recommendation on a proposed ~~grant for agricultural research and training~~ to the World Food Programme (WFP) in the amount of US\$3 million.

### Part I – Introduction

1. This report recommends the provision of IFAD support to the ~~research and training programme of WFP for the West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia and Sierra Leone.~~
2. The document of the grant for approval by the Executive Board is contained in the annex to this report:

World Food Programme: West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia and Sierra Leone
3. The objectives and content of this ~~applied research programme grant~~ are in line with the evolving strategic objectives of IFAD and the Fund's policy for grant financing.
4. The overarching strategic goal that drives the revised IFAD Policy for Grant Financing, which was approved by the Executive Board in December 2009, is to promote successful and/or innovative approaches and technologies, together with enabling policies and institutions, that will support agricultural and rural development, empowering poor rural women and men in developing countries to achieve higher incomes and improved food security.
5. The policy aims to achieve the following outputs: (a) innovative activities promoted and innovative technologies and approaches developed in support of IFAD's target group; (b) awareness, advocacy and policy dialogue on issues of importance to poor rural people promoted by, and on behalf of, this target group; (c) capacity of partner institutions strengthened to deliver a range of services in support of poor rural people; and (d) lesson learning, knowledge management and dissemination of information on issues related to rural poverty reduction promoted among stakeholders within and across regions.
6. The proposed programme is in line with the goal and outputs of the revised IFAD grant policy and IFAD's strategic objective of enabling poor rural people to achieve improved food security and nutrition, reduce poverty, and strengthen resilience to expanding shocks, as it aims to prevent rural poor households from falling deeper into poverty, debt and loss of human capital.

## **Part II – Recommendation**

7. I recommend that the Executive Board approve the proposed grant in terms of the following resolution:

RESOLVED: that the Fund, in order to finance, in part, the West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia and Sierra Leone, shall provide a grant not exceeding three million United States dollars (US\$3 million) to the World Food Programme for a six-month programme upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board herein.

Kanayo F. Nwanze  
President

# **World Food Programme: West Africa Emergency Response: Ebola Outbreak in Guinea, Liberia and Sierra Leone**

## **I. Background**

1. The Ebola outbreak in West Africa began in Guinea in December 2013. The numbers of cases and areas affected have surged since July 2014 in Guinea, Liberia and Sierra Leone. On 8 August, the World Health Organization (WHO) declared the situation an international public health emergency. The crisis continues to worsen at an alarming rate.
2. The agriculture sector accounts for more than half of the total workforce in the affected countries, and the majority of the rural workforce. Farming activities have been abandoned or drastically reduced as a result of labour shortages and deaths, quarantine measures/movement restrictions, outmigration, and reduced access to inputs and markets. Production of key export commodities has also been affected.
3. The crisis is occurring in a context of already poor health and nutrition. The outbreak will have a significant impact on the food and nutrition security and economic situation of rural and urban communities, particularly among the most vulnerable populations.

## **II. Rationale and relevance to IFAD**

4. To ensure the basic needs of populations during the crisis period, WHO (in support of the governments of the three primary affected countries) requested the World Food Programme (WFP) to provide food assistance to particularly vulnerable groups in areas affected by widespread and intense transmission. The proposed grant will support this response by contributing to protecting household food and nutrition security, by reducing reliance on negative coping strategies and ensuring access to micronutrient-rich rations, to prevent significant deterioration in the nutritional status of affected populations.
5. In helping prevent households from falling deeper into poverty, debt and loss of human capital, the project is in line with IFAD's overall objective of enabling poor rural people to improve their food security and nutrition, reduce poverty and strengthen their resilience.
6. The response supports national strategic response plans and the Joint Declaration of Heads of State and Government of the Mano River Union for the Eradication of Ebola in West Africa, adopted by the Presidents of Cote d'Ivoire, Guinea, Liberia and Sierra Leone on 1 August 2014. The response to the Ebola outbreak is nationally owned and led. WFP planning and implementation are undertaken in direct coordination with governments and partners (WHO, Médecins Sans Frontières, the Centre for Disease Control and IFAD).
7. The United Nations Security Council unanimously adopted resolution 2177, which declared the Ebola crisis in West Africa to be a threat to international peace and security. Dr Margaret Chan, Director-General of WHO, underscored the gravity of the Ebola outbreak in by highlighting the complexities of the situation, given that "in some areas, hunger has become an even greater concern than the virus". In a letter dated 9 September 2014, United Nations Secretary-General Ban Ki-Moon stated that "the entire United Nations system must now act in an exceptional and vigorous way" and that "our collective response must be based on rapid decision-making and swift executive action."
8. The objectives, activities and plans outlined herein directly support the United Nations-wide scale-up plan, the WHO regional response plan and the United Nations inter-agency regional appeal. The proposed activities will feed into the



wider operational framework of the newly established United Nations Mission for Emergency Ebola Response (UNMEER).

### III. The proposed programme

9. The overall goal of the programme is to support medical efforts by governments, WHO and partners to manage the outbreak of Ebola virus by ensuring the basic food and nutrition needs of vulnerable people and communities affected by the disease. The objective is to minimize the impact of the crisis on vulnerable people and rural communities in Guinea, Liberia and Sierra Leone.
10. IFAD's contribution will support approximately 170,000 persons in areas of widespread and intense transmission in meeting one month of cereal needs and nearly 1.5 months of super cereal needs, thus protecting their food and nutrition security.
11. The programme will be of a six-month duration and will comprise four main activities:
  - **Enhanced general food distribution (GFD)** where availability and access to sufficient quality and quantity of food pose a major challenge for households – including those who have lost family members to Ebola or other causes, and households that have lost income activities and/or whose farming activities are interrupted due to movement limitations. Particular attention will be given to the needs of young children and women of reproductive age.
  - **Cooked meals** will be provided to patients in healthcare centres, as requested by partners and governments. The emergency nutrition network has developed nutritional guidelines for Ebola patients in treatment.
  - **Take-home rations** will be provided upon discharge to any patients needing high-energy and high-protein food during recovery. The provision of an on-top take-home ration of fortified oil and super cereal will ensure continued nutritional support during a 60-day recovery period.
  - **Contingency:** The fluidity of the situation and the changing approaches to managing the outbreak require a flexible response. Support may also be requested for households in isolation and people in screening centres, or for government sensitization and testing campaigns. Accordingly, additional stocks of food and high-energy biscuits are planned.

### IV. Expected outputs and benefits

12. The expected outcome is:
  - Minimized impact of the crisis on household food and nutrition security.
13. Direct measurable outcomes are:
  - Stabilized food consumption; and
  - Reduced reliance on negative coping strategies during the crisis period.
14. Additional outcomes include:
  - Protected nutrition status and human capital of vulnerable groups; and
  - Minimized disruption of social, political and economic stability in the affected countries.
15. The expected output is:
  - Enhanced food rations provided for vulnerable groups – for people affected by the virus and receiving medical attention and/or survivors and for contact persons in isolation and people in the primary areas of widespread and intense transmission.

## **V. Implementation arrangements**

16. WFP works through government counterparts (the national humanitarian action service in Guinea, country health teams in Liberia and district health management teams in Sierra Leone) and through experienced international and local NGOs and Red Cross societies for the delivery of assistance. The health and safety of staff, partners and beneficiaries are of primary concern.
17. For the cooked meal programme, food will be provided directly to the health partner/counterpart in charge of the facility. The enhanced GFDs will be implemented through small-scale distributions by mobile teams and adapted to the evolving spread of the outbreak. All distribution activities will be carried out in a way that minimizes carbon footprint and mitigates the risk of large gatherings. To this end, WFP has developed with WHO distribution guidelines for WFP and partner staff to mitigate risk of exposure for personnel and beneficiaries. Public health specialists have been deployed to assist with the roll-out of the guidelines and train staff in proper mitigation measures. Refresher training will be carried out systematically and frequently. The role of local community and traditional leaders is critical. Public health partners are already working with leaders to share information on Ebola and address concerns.
18. WFP policy is to purchase from prequalified suppliers through a competitive bidding process. WFP shall conduct all procurement of commodities, goods and services funded with the contributions made under this grant agreement in accordance with WFP's regulations and rules.
19. With reference to monitoring and evaluation, commodity movement is monitored using WFP's Commodity Movement Processing and Analysis System (COMPAS) to track commodities throughout the supply chain, from procurement to delivery. Liberia and Sierra Leone are pilot countries for the roll-out of the Logistics Execution Support System (LESS) model, which includes refined tools for real-time supply chain management and commodity reporting capabilities. Given field mobility constraints in priority geographic areas of interest, data will need to be collected remotely. WFP has acquired the capacity to implement rigorous surveys remotely through the mobile Vulnerability Assessment and Monitoring (mVAM) initiative. This approach has proved to be a reliable way to quickly implement surveys in remote or low-access areas. A light output monitoring framework is being developed for colleagues in the field to streamline data collection and information sharing.

## **VI. Indicative programme costs and financing**

20. WFP requests support from IFAD totalling US\$3 million to allow for the rapid procurement of additional nutritious food to mitigate the serious resource shortfalls. Securing immediate funding will allow WFP to maximize use of the few land, sea and air routes still functioning. Moreover, early and sufficient stock is critical so that WFP and partners are in a position to quickly respond to the continuously developing situation.
21. In accordance with United Nations practice, WFP rules and regulations on financial management, accounting and audit will be applied in the administration of the grant funds received from IFAD. Contributions to WFP are subject exclusively to the internal and external auditing procedures provided for in WFP regulations and rules and conducted by persons designated by WFP.
22. WFP is requesting the funds from IFAD as a multidonor contribution to the WFP emergency operation. WFP shall receive and manage the contribution in accordance with WFP regulations and rules, specifically: WFP General Regulations and General Rules, WFP Financial Regulations and Financial Rules, and internal policies, circulars, directives and procedures, as applicable. IFAD's contribution will

be utilized to pay for expenditures specified in the table below, including WFP's standard indirect support cost at approximately 7 per cent of the total IFAD contribution.

23. In order to ensure rapid implementation and flexibility, the IFAD funds will be disbursed to WFP in one installment and will be recorded in the IFAD system as a contribution. WFP may incur eligible expenditures from the date of approval of this contribution until the completion date.

Table 1

**Summary of budget and financing plan**

(Thousands of United States dollars)

<i>Number</i>	<i>Type of expenditure</i>	<i>IFAD</i>	<i>Cofinancing</i>
1	Contribution	<b>3 000</b>	
	<b>Total</b>	<b>3 000</b>	<b>92,670</b>

24. WFP will account for the IFAD funds and provide standard financial reports in accordance with WFP rules and regulations. The financial reports will be accompanied by a statement of expenditure (SOE); this SOE will also be certified by a duly authorized financial officer at WFP. The tentative WFP budget covers eligible expenditures as outlined in the table below.

Table 2

**Tentative WFP budget as per WFP expenditure categories**

(United States dollars)

<i>Number</i>	<i>Type of expenditure</i>	<i>IFAD</i>	<i>Cofinancing</i>
1	Equipment	65 000	
2	Supplies, commodities, materials	2 148 357	
3	Contractual services	34 138	
4	Transfers and grants to counterparts	136 628	
5	General operating and other direct costs	105 579	
6	Staff and other personnel costs	215 911	
7	Travel	98 125	
8	Indirect support costs	196 262	
	<b>Total</b>	<b>3 000 000</b>	<b>92 670 000</b>

25. Within six months after the completion date, WFP will provide IFAD with a final financial report including an SOE showing the cumulative use of funds. The SOE will be in accordance with WFP's budget categories, will show IFAD budget utilization separately, and will be certified by a duly authorized financial officer at WFP. In addition, WFP will submit a completion report in a format acceptable to IFAD. Any unused funds will be promptly refunded to IFAD.
26. So far, contributions have been confirmed from Guinea, Liberia, Sierra Leone and the United States (through the World Bank), the United Nations Emergency Response Fund (CERF), China, Japan, Switzerland and the private sector. Nearly US\$1.5 million has also been allocated from WFP multilateral funds. Japan, the United States and the United Kingdom Department for International Development (DIFID) have reallocated resources and in-country stocks to this operation. As of 1 October 2014, the WFP operation is financed at 46 per cent of total revised requirements for the six-month duration of the operation. WFP continues to reach out to donors and partners to secure additional funding.

# Results-based logical framework

	Objectives-hierarchy	Objectively verifiable indicators	Means of verification	Assumptions
<b>Goal</b>	Support the medical efforts by Governments, WHO and Partners to manage the outbreak of the Ebola virus by ensuring the basic food and nutrition needs of vulnerable people and communities affected by the disease and its management			
<b>Objectives</b>	To minimize the impact of the crisis by contributing to stabilizing food consumption over assistance period for beneficiaries of GFD in the EVD affected areas	Food consumption score Coping strategy index Dietary diversity score	Monitoring reports (including mobile VAM / remote data collection and assessments)	Further outbreak, containment measures, and/or security incidents prevent implementation of activities in a large part of the project area
<b>Outputs</b>	Food and non-food items distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	Number of women, men, boys and girls receiving food assistance (disaggregated by activity, beneficiary category, sex, food, non-food items) as percentage of planned Quantity of food assistance distributed, as % of planned distribution (disaggregated by type of commodity) Quantity of non-food items distributed, as % of planned distribution (disaggregated by type) Number of institutional sites assisted (e.g. treatment centres), as percentage of planned	Commodity tracking systems Partner Distribution reports Post Distribution Monitoring systems	Government and partners unable to provide complementary activities to meet beneficiary NFI, hygiene, watsan and other needs  Delivery of goods hampered by border closures, roadblocks, disruption to regular private transport service, and rains  Sufficient resources from donors not received early on enough to allow for the timely purchase and delivery of foods in a context where lead-time is compounded by disruptions to local markets and regional supply routes
<b>Key activities</b>	Distribution of enhanced general food rations and/or adapted nutritious rations to target vulnerable groups including: patients in Ebola treatment centres; survivors of Ebola discharged from treatment centres; and communities with widespread and intense transmission of virus (including the families of persons infected with Ebola who are in treatment, deceased, or recovering) whose access to food and livelihoods has been directly disrupted due to the outbreak			Sufficient resources (human, financial, technology) secured in time to allow for development of mobile VAM (mVAM) initiative

1