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# Logistics Cluster Support to the Humanitarian Response in Ukraine

## Standard Project Report 2017

World Food Programme in Ukraine (UA)



**World Food Programme**

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# Country Context and WFP Objectives



## Achievements at Country Level

After four years since the start of the conflict, the crisis in Ukraine has developed into a protracted humanitarian emergency. Consequences of the war and a political stalemate are evident, with restrictions imposed by de-facto authorities in non-government controlled areas (NGCA) of Donetsk and Luhansk oblasts, humanitarian access and monitoring constraints, lack of funding and tax issues in government-controlled areas (GCA). In order to alleviate some of these social pressures, WFP worked closely with local cooperating partners and liaised with local authorities to secure access to people targeted for food assistance when and where possible.

For 2017, mainly due to the protracted nature of the conflict, WFP changed its strategy in Ukraine to focus on recovery through a one-year PRRO (January-December 2017). Despite the number of food insecure people reached under the Protracted Relief and Recovery Operation (PRRO), it was not possible to reach all the planned beneficiaries on a monthly basis, reducing the number of distributions against the originally planned target. The PRRO aimed to reach 220,000 beneficiaries through recovery activities (150,000 beneficiaries) with a smaller relief component (70,000 beneficiaries), for a total budget of USD 37.8 million.

Despite a shrinking of the humanitarian space, significant funding constraints, and access issues, WFP continued to address the food needs of the most vulnerable, food insecure people in the conflict-affected eastern Ukraine. Under the early recovery component of the PRRO, WFP gradually supported activities aimed at enhancing local livelihoods, increasing income, and rehabilitating productive assets. Implementation of Food Assistance-for-Assets (FFA) activities, identified through consultations with communities, included rehabilitation of greenhouses and restoration of fruit gardens and water pipes. The majority of participants engaged in Food-For-Training (FFT) activities were households headed by women with children, considered to be the most vulnerable amongst the food-insecure population. Skill-building activities included trainings and awareness sessions on gender based violence, violence in the family, gender equality, and gender stereotypes to build the resilience of women among internally displaced persons (IDPs) with children and basic life skills for young people.

WFP successfully implemented almost all of the planned community projects, with the assistance of cooperating partners. To ensure project sustainability, WFP agreed with other UN agencies, non-government partners, and cooperating partners (CP) that its remaining activities would be completed in alignment with their own water,

sanitary and hygiene (WASH) and Shelter activities. Through this, WFP cooperating partners will use lessons learnt and replicate similar activities in 2018.

WFP worked closely with key stakeholders to identify and verify the most vulnerable localities and categories of the population. WFP CPs verified the list of people requiring humanitarian assistance and referral information provided by other humanitarian actors, UN agencies, the State of Emergency Service, the Ministry of Social Policy and the Ministry for Temporarily Occupied Territories and Internally Displaced Persons (MTOT) against the vulnerability criteria of Food Security and Livelihoods Cluster (FSLC). Particular focus was given to single women with children to ensure that assistance is delivered to the people experiencing the greatest levels of food insecurity. Through cooperating partners, WFP was able to adjust and refine the response required within the volatile context; based on increases in food prices, the FSLC members recommended to raise the cash-based transfer (CBT) value from UAH 550 to 700 UAH (USD 20 to USD 26) respectively, per person per month to comply with 75 percent of daily minimum requirements of 2,100 kcal. WFP applied this value increase from October 2017 onward. Additional recommendations included the extension of the field-level agreements (FLAs) with cooperating partners by two additional months during winter, when the food insecurity traditionally increases to cover the needs of the most vulnerable.

Access restrictions imposed by the de-facto authorities and multiple rounds of cumbersome negotiations, complicated operational access. WFP was able to negotiate access permission from the de-facto authorities to distribute locally-procured, in-kind food parcels to conflict-affected food insecure people residing in NGCA and along the contact line between NGCA and GCA.

In 2017, WFP fostered effective partnerships with seven non-government agencies (including two international), and five UN agencies: the Food and Agriculture Organisation of the United Nations, United Nations High Commissioner for Refugees, United Nations Children's Fund, the World Health Organisation and UNAIDS. In close coordination with UNAIDS, WFP launched and implements a successful project aimed to increase adherence to treatment among food insecure HIV/AIDS and Tuberculosis patients in conflict-affected areas of Ukraine by provision of CBT in emergency humanitarian settings. Together with FAO, WFP co-leads the FSLC and implemented a successful FFT project for distribution of poultry to beneficiaries and conducting trainings on food security, agricultural inputs and technical assistance were provided jointly with FAO and alongside local authorities in rural areas, increasing household food production where land is available and accessible. With WHO, WFP successfully provided food assistance to health institutions in food-insecure conflict-affected areas.

## Country Context and Response of the Government

A lower-middle income country, ranked 81 out of 188 countries in the 2016 Human Development Index, Ukraine is facing its most serious challenges since it achieved independence in 1991. Civil unrest began in late 2013, when a turnaround in the national political line led to the countrywide civil 'Euromaidan' protests, the dismissal of the former President and, eventually, early parliamentary and presidential elections. In April 2014, historical tensions between the west and east of the country escalated and erupted into a full-scale military conflict, with non-state armed groups seizing power in the Donetsk and Luhansk regions (referred to as the 'Donbas') of eastern Ukraine. Competing with large-scale global conflicts, Ukraine disappeared from global headlines and became a so-called 'forgotten crisis'. Four years after the start of the conflict, the security situation in eastern Ukraine remains fragile and highly volatile. The ceasefire agreement, agreed by between both parties to the conflict, often faces direct and indirect violations. Exchanges of fire and shelling are common in densely populated areas along the contact line between government-controlled areas (GCA) and non-government controlled areas (NGCA) of Donetsk and Luhansk oblasts.

As per the last Humanitarian Needs Overview (November 2017), in total, 4.4 million people have been affected by the conflict, with 3.4 million in need of humanitarian assistance. The Office of the United Nations High Commissioner for Human Rights estimates that, as of August 2017, more than 2,500 civilians have been killed since the beginning of the conflict, and another 7,000-9,000 having been injured. Damage to critical civilian infrastructure, including water, heating and electricity supply facilities, is having a detrimental effect on the lives of millions of people on both sides of the contact line, especially in the harsh winter months. The protracted crisis is causing large-scale displacement of people. Some 1.6 million internally displaced persons do not have access to their social benefits, including pensions, due to bureaucratic impediments. More than 7,000 km<sup>2</sup> of land close to the contact line is contaminated with landmines and other explosive remnants of war which endangers civilian lives and denies farmers access to arable land. The central Government transferred its responsibilities to departments of the local government, such as Emergency Services, and Ministry for Temporarily Occupied Territories and IDPs (MTOT), which was established in April 2016, to respond to the challenges and needs caused by the armed conflict.



Ukraine has a strong agricultural sector and is one of the world's largest grain exporters. As a food surplus nation, food availability in Ukraine was not a concern for the majority of the country before the conflict. The latest findings of the 'Analysis of Impact of Conflict on Socio-Economic Situation in Eastern Ukraine', released in September 2017, highlighted that the conflict has had an impact on Ukraine's economy. The Luhansk and Donetsk oblasts have been most affected with losses of control of territory, infrastructure, markets and resources, as well as an indirect impact through exacerbation of negative structural changes and poverty. Consumer prices are growing faster than incomes, limiting household purchasing power and general access to food. A ban on the trading between GCA and NGCA introduced by the government and continuous fighting isolates civilian populations on the violence-wracked east of the country. This exacerbates civilian suffering cutting off the access to food markets, medical care, education and other vital social services and preventing people from satisfying their basic needs. Poor performance of national economy, one of the highest global food inflation rates, significantly weakens the households' ability to maintain food security, as does a decrease in income and rising unemployment. According to the latest joint Food Security Assessment (September 2017), the number of food insecure people in 2017 significantly increased in NGCA and GCA, approximately 1.2 million people, compared to 621,000 in mid-2016. This represents both severely and moderately food insecure people: 26 percent in NGCA (Luhansk and Donetsk), 15 percent in Donetsk GCA, and 14 percent in Luhansk GCA. Households headed by women, households with a person living with disabilities, single-parent households were identified amongst the most vulnerable to economic shocks.

Under Protracted Relief and Recovery Operation (PPRO) 200953, WFP has provided food assistance to 216,358 people. In line with criteria developed by Food Security and Livelihoods Cluster and under special prioritization criteria, WFP utilized available resources to provide assistance to the most vulnerable and food insecure people in conflict-affected regions, with a special focus on elderly people, households headed by women with more than two children, chronically ill people (people living with Tuberculosis, HIV or cancer), people living with disabilities and unaccompanied minors.

In its response to humanitarian needs, WFP takes into consideration existing social safety nets of the national government when selecting the beneficiaries. Specifically, WFP and its partners prioritises assistance to people not captured by the social security system, including internally displaced persons (IDPs) who are in the process of restoring their documents supporting their eligibility to social support.

In 2017, WFP further strengthened its collaboration with the government, both at central and regional levels, to ensure WFP activities complement government priorities. As part of the United Nations Development Assistance Framework road map, WFP focused on assisting the Government of Ukraine in achieving Sustainable Development Goals 2: Zero Hunger and 17: Partnerships for the Goals. In 2017, in collaboration with other humanitarian actors and government authorities, WFP continued to work to ensure a comprehensive and complementary phase-out strategy.

## WFP Objectives and Strategic Coordination

The United Nations Development Assistance Framework (UNDAF) Road Map prioritized three dimensions for short, medium and long-term operations. To support the Government in implementing the 2030 Agenda and achieving the Sustainable Development Goals (SDGs), WFP focuses on two key areas i) humanitarian response for conflict-affected regions and internally displaced persons (IDPs), and ii) recovery, stabilization and rehabilitation for eastern Ukraine and other affected regions.

Mainly due to the protracted and low-intensity nature of the conflict, WFP changed its strategy to focus on recovery through a one-year Protracted Relief and Recovery Operation (PRRO), January-December 2017. The PRRO built on the activities of, and lessons learned from, Emergency Operation (EMOP) 200765 and was informed by assessments, evaluations and consultations. This included the recommendations of the WFP evaluation missions in 2016 and 2017 which led to a refinement of the programme strategy and the choice of transfer modalities. The PRRO focused on two core activities designed to meet the short and medium-term food security needs of vulnerable populations in eastern Ukraine. It addressed the food needs of the most vulnerable people in eastern Ukraine while gradually supporting early recovery by engaging vulnerable groups into Food Assistance-for-Assets (FFA) and Food-For-Training (FFT) activities, strengthening the resilience and improve cohesion within the conflict-affected communities. The operation is aligned with WFP's Strategic Plan (2017–2021), which includes guidelines on gender and protection, focusing on meeting emergency and protracted relief food needs caused by conflict in the eastern Ukraine. In particular, special emphasis is placed on single women with children and households headed by women through safe and dignified distribution mechanisms. By doing this, WFP empowers them to the decision-making in utilisation of the food assistance within the household. The PRRO is also guided by SDGs 2: Zero Hunger and 17: Partnerships for the Goals, fostering partnerships and national plans and strategies to achieve zero hunger. It incorporates cross-cutting issues such as gender and protection while considering

seasonality. Asset rehabilitation activities were scheduled to warmer months when the weather conditions allowed for the best working outcomes. Many women beneficiaries participated and often brought their children to FFT activities to the auditoriums.

Through PRRO 200925, in 2017, WFP aimed to provide food assistance through unconditional resource transfers (through in-kind food or cash-based transfer: CBT) to 220,000 food-insecure people in conflict-affected eastern Ukraine. WFP targeted the most vulnerable and food insecure people in conflict-affected regions: elderly people (living alone or as a couple), households headed by women with more than two children, chronically ill people (people living with Tuberculosis: TB, HIV or Cancer), people living with disabilities, and unaccompanied minors. WFP utilised available coordination mechanisms and liaised with Government bodies, as well as with International Committee of the Red Cross, private foundations and other organizations, to ensure that the remaining conflict-affected people will be targeted by other food assistance actors.

WFP strengthened partners' capacity to deliver through training on beneficiary selection, food security, monitoring and reporting, and such cross-cutting themes as protection, gender when implementing the activities. Through its partners, WFP raised also awareness at the community level and promoted the participation of affected populations while ensuring safe and dignified food assistance. In 2017, WFP partnered with seven NGO cooperating partners, building on their capacities, solid presence on the ground, and complementary actions with other UN agencies to conduct food assistance activities, reaching people in need of food assistance in non-government controlled areas (NGCA) where the humanitarian access is limited. WFP also continued to cooperate with the third-party monitoring.

WFP leads the Logistics Cluster and co-leads the Food Security and Livelihoods Cluster (FSLC) with the Food and Agriculture Organization (FAO). During 2017, FSLC cooperated and coordinated more than twenty organisations, including national NGOs and INGOs and local private foundations, engaged in food security and early recovery livelihoods interventions in Ukraine. The FSLC and cluster partners have continued to promote the jointly developed common targeting criteria and updated harmonised transfer values, taking into account results of joint assessments and the evolving situation on the ground. Working to ensure that needs were met where possible (taking into consideration both funding restrictions and the shrinking humanitarian space) and that duplication is avoided, the FSLC team have strengthened the partner reporting format and undertaken 28 coordination meetings during 2017, of which 16 were field-level meetings. To further strengthen its field capacity, FSLC has also appointed district focal points to assist with coordination in case of flare ups. To maximize resources and ensure a well-coordinated response, the FSLC continuously engaged with national and local authorities, United Nations agencies, non-government organizations (NGO) partners and other key stakeholders. In parallel, WFP strengthened its partnership with government counterparts and local authorities. In September 2017, the Joint Food Security Assessment was published by FSLC indicating increased food insecurity levels with WFP taking an active role, leveraging on its comparative advantages including in Vulnerability Assessment and Mapping and Monitoring and Evaluation food security monitoring systems.

The Logistics Cluster provided coordination and in-depth information management services, which contributed to improved efficiency for the logistics response to the operation. Given the food needs identified beyond the contact line in NGCA and criticality to address those with in-kind assistance, WFP Ukraine Supply Chain unit supported the Logistics Cluster in its activities, providing assistance to the humanitarian community for the delivery of essential humanitarian cargo in NGCA through the contact line. Roads and access points to the NGCA were regularly assessed and monitored, with the results presented in a road access constraints map.

WFP participates in the Ukraine humanitarian coordination structures, including the Humanitarian Country Team (HCT), and coordinates with the NGO forum. WFP will continue to coordinate with other United Nations agencies and the NGO forum to evaluate potential risks and develop appropriate mitigation strategies. WFP coordinated with UNAIDS, UNFPA, and UN Women in order to streamline its response to ensure some of the most vulnerable groups affected by the conflict, such as HIV/AIDS/TB patients, were included. This is in line with the UNAIDS strategy on eliminating HIV in contributing to effective treatment by improving access to food to support adherence to antiretroviral therapy (ART). WFP contributes to core decisions on HIV and TB issues as a member of the sub-cluster on HIV/TB and opioid substitution therapy led by the World Health Organization. On this, WFP, through its cooperating partner, launched an emergency food assistance project via CBTs in the form of electronic food vouchers to conflict-affected people living with HIV, who are also food insecure. WFP is also member of the United Nations Gender Theme Group led by UN Women.

In 2017, WFP continued its coordination with the Government of Ukraine, including Ministries of Social Policy, Agriculture and Ministry of Ukraine for Temporarily Occupied Territories and Internally Displaced Persons (MTOT), and worked on improving approaches to targeting the most vulnerable groups. New technologies for improved beneficiary data management and better targeting include WFP's data management system (SCOPE), a digital platform for managing beneficiary information. SCOPE has been successfully implemented in Ukraine as a beneficiary database with 27,000 people uploaded in the system. WFP continues to support the United Nations Children's Fund in rolling out SCOPE in relation to their WASH activities.



# Country Resources and Results

## Resources for Results

In part, due to the protracted and low-intensity nature of the conflict, WFP changed its strategy to focus on recovery through a one-year Protracted Relief and Recovery Operation (PRRO) (January-December 2017). The PRRO targeted 220,000 beneficiaries through recovery activities (150,000 beneficiaries) with a smaller relief component (70,000 beneficiaries), for a total budget of USD 37.8 million. Excluding multilateral and Strategic Resource Allocation Committee's funds, the PRRO has received USD 7.7 million from donors (Germany, Italy and USA) against the planned budget (20.4 percent). After a funding peak in 2015, it has become increasingly difficult to maintain donor interest in WFP's Ukraine operation. A similar downwards funding trend is affecting other UN agencies and NGOs, resulting in several programmes being reduced or closed.

To achieve operational targets and mitigate funding limitations, WFP engaged cooperating partners (CPs) within the available funding and continued advocacy with donors for mobilization of additional resources. In late 2017, WFP secured two contributions, which enabled the provision of an increased unconditional resource transfer (cash-based transfers) to reflect the increased prices and deteriorated socio-economic situation, and to launch relief food assistance during the cold winter season of 2017-2018. Germany remained a reliable donor for WFP Ukraine; the multi-year contribution for 2016 and 2017, for the first months of operation, was the only support that WFP received that ensured funding predictability and availability, and allowed planning and launching the food assistance program amidst general donor fatigue.

To assist the severely food insecure beneficiaries in a situation of the limited resources, WFP focused its food assistance on the most vulnerable categories of population among those identified by WFP food security monitoring systems, within the Food Security and Livelihoods Cluster (FSLC) vulnerability criteria. In addition, WFP worked with CPs, the Government, and local authorities to address food needs in areas with higher food insecurity, where no other food assistance programs are present. Amidst insufficient resources, WFP provided food assistance to 216,358 food insecure beneficiaries (98 percent), affected by the armed conflict in the east of Ukraine out of 220,000 people originally planned. This is explained by prioritization of the categories of beneficiaries and reduction of number of rounds of food assistance provided per person in both Government-controlled areas (GCAs) and non-Government controlled areas (NGCAs). The restriction on the number of rounds of WFP food assistance in NGCA continued from earlier WFP response in Ukraine, when local authorities restricted the number of rounds of assistance per household. The position of the *de facto* authorities was to ensure the support for as many people as possible by providing less rounds of assistance but to larger number of people. Another reasoning provided was also to avoid social tensions. Due to impossibility of monitoring in Luhansk NGCA, as a result of restrictions imposed by the *de facto* authorities, WFP redirected its food assistance to Donetsk NGCA, where monitoring is possible, further increasing the overall beneficiary figure. Despite these challenges, WFP ensured that all prioritized beneficiaries who were assisted, received the full monthly entitlement whether in-kind (in NGCA) or CBT (in GCA).

WFP continued to ensure cost efficiency in implementation of food assistance in Ukraine. During the NGO partnership selection process, WFP put emphasis on cost sharing component, capacity and operational presence of the NGOs in the area of operation. As a result of strategic planning, as well as WFP scaling down in Ukraine, WFP reallocated savings from support costs to provide food assistance to more of the most vulnerable conflict-affected beneficiaries.

WFP continued to ensure value for money; efficiency was increased in operations through the finance and administration departments, with the introduction of an invoice tracking system for finance department (ITS) and fleet management system (FMS) – by administration unit. ITS minimizes the errors and improves performance of invoice processing. Whereas, FMS optimized cost and efficiency of fuel consumption and tracking of vehicles.

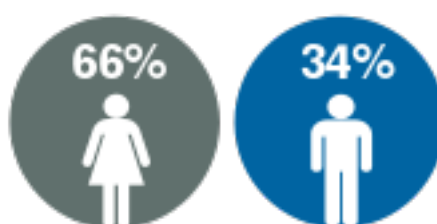
Throughout the PRRO, WFP took active role in the joint UN committees, as well as specific WFP donor visits to eastern Ukraine, enabling interested stakeholders to visit the conflict-affected areas and to get a better understanding of humanitarian needs on the ground. Despite WFP's plan for a gradual phase out from Ukraine in 2018, to ensure sustainability, cost-efficiency and continuation of the started activities, WFP continues advocacy with the donor community to mobilize resources directly to the national NGO partners.





## Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	6,491	7,140	13,631
Children (5-18 years)	8,871	8,871	17,742
Adults (18 years plus)	58,849	126,136	184,985
<b>Total number of beneficiaries in 2017</b>	<b>74,211</b>	<b>142,147</b>	<b>216,358</b>




## Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country PRRO	3	1	-	-	3,652	3,656
<b>Total Food Distributed in 2017</b>	<b>3</b>	<b>1</b>	<b>-</b>	<b>-</b>	<b>3,652</b>	<b>3,656</b>



## Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country PRRO	1,193,367	2,098,644	-
<b>Total Distributed in 2017</b>	<b>1,193,367</b>	<b>2,098,644</b>	<b>-</b>

## Supply Chain

The logistics infrastructure in Ukraine is well-developed across four main shipment options – air, sea, surface and rail. Road infrastructure covers the entirety of the country with a total length of 165,000 km of roads, of which approximately 80 percent are covered with hard surface (asphalt). Except for international class highways, the road surface condition is often below acceptable standards, which reduces speed of the traffic and increases cargo transit time. Unpaved roads connecting remote villages present potential challenge for access in winter. Road practicability highly depends on the season; in winter, the roads are blocked with snow, while in spring and autumn they are washed out after rains.

WFP purchased food parcels locally, utilizing a new food supply agreement modality which reduced lead times and resulted in a more efficient delivery of food. Procurement followed standard WFP procedures ensuring integrity and transparency of the tendering process. There are only two checkpoints used by the convoys to cross the contact line from Government-controlled areas (GCAs) to non-Government controlled areas (NGCA) with the crossing procedure accompanied with cumbersome bureaucratic processes and restrictions.

In 2017, a total of 2,316 mt of food was “delivered at place” INCOTERMS (DAP). Cooperating Partners (CPs) provided secondary transport to areas of final distribution. DAP also ensured risk mitigation for WFP as all delivery risks were with the supplier before the handover to cooperating partners (CPs). In 2016, post-delivery losses were nominal, amounting to 80 kg (6 food parcels). WFP worked closely with CPs to improve distribution processes and storage security which resulted in no post-delivery losses in 2017.

Since purchases were made at DAP, WFP coordinated with suppliers and other humanitarian actors to introduce schedule of convoys delivering food to NGCA, which helped avoiding overcrowding at checkpoints. This increased supply chain efficiency and timely delivery of food.

After being activated in 2015, the Logistics Cluster helped coordinate and facilitate the movement across the contact line and set up common temporary storage space on both sides of the conflict line. In 2017, the Logistics Cluster succeeded in facilitating 29 joint humanitarian convoys, which contributed to deliver more than 2,658 mt and 5,753 m<sup>3</sup> of water, sanitary and hygiene (WASH), Health, Shelter, Education and Telecommunication items to Donetsk and Luhansk NGCA regions respectively, and assisting WFP with the delivery of food items to Donetsk (NGCA). The cluster also provided warehouse space in Dnipro to four humanitarian organisations for short-term storage and coordinated the consolidation of cargo into convoys. Strategic location of the warehouse enabled to secure the storage facility that satisfied the WFP standards and ensured cost-efficient and timely delivery of cargo after being repositioned.

Due to the planned deactivation of the Logistics Cluster, WFP together with the Supply Chain ensured capacity building of national partners and other humanitarian actors through facilitating and preparing the convoys, complemented with capacity building events (workshops etc.) and sharing its expertise with key partnering organisations with the perspective to possible future hand over.



## Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Rations	1,909	-	1,909
<b>Total</b>	<b>1,909</b>	-	<b>1,909</b>
<b>Percentage</b>	<b>100.0%</b>	-	

## Implementation of Evaluation Recommendations and Lessons Learned

Recommendations of the WFP Emergency Operation (EMOP) 200765 Decentralized Operation Evaluation (December 2015 - February 2016) were incorporated into the design of Protracted Relief and Recovery Operation (PRRO) 200953.

WFP followed the recommendation concerning engagement in Ukraine by shifting from an EMOP to a one-year PRRO, starting January 2017, providing an emergency response while gradually supporting early recovery via the

Food Assistance-for-Assets (FFA) and Food-For-Training (FFT) activities. After completing the PRRO in 2017, one of the main lessons learned is that the one-year project duration is insufficient for adequate planning, launching and implementation of project activities to ensure impact of early recovery activities (FFA/FFT); a minimum two to three-year project duration would be more appropriate.

Following the lessons learned and a food security assessment, PRRO activities were extended to deliver the assistance in January and February 2018 when needs were higher due to the harsh winter months. The lessons learned exercise began following the deactivation of the Level 2 Emergency, and included the results of external performance audit are being finalized.

Another recommendation, WFP strengthened its involvement in the Cash Working Group led by the United Nations Office for the Coordination of Humanitarian Affairs in Ukraine, playing an active role and contributing to the coordination of cash-based transfers (CBT). Additionally, WFP established its internal cash working group with participating of the programme, supply chain and other relevant units to discuss all CBT-related matters of the operation.

Other key recommendations for WFP was to continue playing a prominent advocacy role in coordination mechanisms and, the consolidation and strengthening of the Food Security and Livelihoods Cluster's (FSLC) coordination capacity. To support the Cluster Coordinator and Information Management Officer and to strengthen coordination at field-level, in 2017, district focal points were appointed in Kramatorsk, Donetsk & Sievierodonetsk WFP offices. District focal points helped gather information on the food security situation and coordinate on the ground in case of a sudden escalation of the conflict. With the support of WFP field focal points, a set of meetings were held with Luhansk and Donetsk Oblast Civil-Military Administrations, and State Emergency Service in the Government-controlled area (GCA) of Donetsk oblast to strengthen coordination with the Government. Moreover, FSLC meetings regularly engaged representatives from the Ministry of Ukraine for Temporarily Occupied Territories and IDPs.

Following recommendations of the mission on integrating gender into needs assessments, implementation, monitoring and reporting, WFP continued incorporating data disaggregated by activity, age and gender into assessments to better interpret and address the needs of high-risk groups, and applied different approaches for activities in GCA and non-Government-controlled area (NGCA), based on varying contexts and levels of access.

The evaluation report recommended the use of technological platforms such as SCOPE by WFP and other partners for cash operations to strengthen coordination and avoid overlaps. In 2017, WFP coordinated with its cooperating partners to utilize SCOPE as beneficiary management system, and engaged into partnership with United Nations Children's Fund to introduce SCOPE into UNICEF project activities in Ukraine.

In May 2017, WFP Ukraine hosted the mission of the Regional Programme Advisor from WFP Regional Bureau in Cairo. Based on the mission report, a set of recommendations regarding refinement of work norms for FFA activities were incorporated into PRRO programming.

## Story worth telling: shining a light in the 'forgotten crisis'

Taramchuk is one of those tiny isolated villages in Donetsk region trapped in-between belligerent positions where shelling goes on day and night. People living in Taramchuk who spend most of their time in the basements taking refuge from the shelling are among the one million people who have been assisted by WFP since November 2014 with in-kind food entitlements and cash-based transfers. Most of the local residents in Taramchuk have been affected by the conflict with their houses being damaged by constant shelling, resulting in loss of assets, and jobs. For a short period of time their stories of suffering garnered the media spotlight, however as the conflict continued, they began to feel forgotten and eventually, invisible to both the government and international humanitarian community.

Vera Hryhorievna, a 75-year-old woman, is one the few residents of Taramchuk who remain in the village. Elderly people in Taramchuk are among the most affected by the ongoing conflict as they could not leave the village either due to their age or health condition. Vera stayed because she has nowhere else to go. Before the conflict, she lived in her own house together with her son. Now, Vera together with her son spend almost every single evening in her basement. Her house burned down after the recent shelling, and a small summer kitchen with no windows is the only place more or less fit for sleeping. She shares it with her son but they have to sleep in shifts since the tiny space can accommodate only one narrow bed.

Frequent conflict flare-ups make the access to location highly insecure with only occasional windows of safety for humanitarian actors to reach and deliver the assistance to people in Taramchuk. WFP was one of the first and few humanitarian organizations to respond to the needs of local residents, providing them with emergency in-kind food assistance. People receiving WFP in-kind food assistance are provided with monthly food ration that includes buckwheat grain, pasta, sunflower oil, sugar, iodised salt, rice, wheat flour and peas. By complimenting this monthly entitlement with some fresh vegetables from their kitchen gardens, residents of Taramchuk were able to cover their most urgent and basic food needs and survive through the harsh winter.

“My son is trying to repair at least one room in our old house so we could sleep there in winter”, shares the old lady hopelessly. “We have no money to fix what is left of our house. We never thought something like that would ever happen to us. I used to like the quietness of our country side. But now, we're scared to fall asleep.”

WFP delivered food parcels to the Taramchuk residents to help them get through hard period when the conflict was raging in the area in February. With no employment opportunities and lack of operating markets within the reach, this food became the only support local residents can rely upon when the fighting escalates and cuts off the access to the village. “And though it does not bring us back peace, it gives us hope to look into the future and feel we are not forgotten” said Vera.



# Project Results

## Activities and Operational Partnerships

Since the operation began in March 2015, the Logistics Cluster has played a crucial role for the delivery of humanitarian aid to conflict-affected population in eastern Ukraine from the Government Controlled (GCAs) to Non-Government Controlled Areas (NGCAs). On a free-to-user basis, inter-agency humanitarian cargo, which is stored in Dnipro, has regularly been transported across contact lines into Donetsk and Luhansk, both of which are situated in NGCAs.

To enable this, and owing to the restrictions on humanitarian access, the WFP-led Logistics Cluster has taken part in administrative procedures to obtain permissions for convoys, providing a common channel to facilitate access for humanitarian relief. Successful efforts have also been made to promote recognition of Logistics Cluster convoys at checkpoints. Both activities have strengthened the relationship with local authorities, building a high level of trust between both parties.

Beyond providing logistics support and access to common logistics services to organisations delivering to NGCAs, the Logistics Cluster also acted as a humanitarian intermediary for other organisations. By conducting regular coordination meetings, as well as ad hoc bi-lateral meetings with partners, the Logistics Cluster has consolidated and shared information concerning operational limitations and constraints within Ukraine. Through this, it has frequently provided updated details on cargo transport procedures, complemented by information on the status of access and infrastructure.

Utilising the information which was gathered whilst acting as an intermediary, the Logistics Cluster played a central role in sharing information with external partners including situation updates, maps, including access constraints maps and, finally, logistics capacity assessments [1]. Alongside this, information related to coordination, logistics services made accessible through the Logistics Cluster and customs procedures have also been shared externally to help partners in their planning and implementation of projects.

Information has been shared through a dedicated mailing list and webpage on the Logistics Cluster website [1]. During mid-2017, the Logistics Cluster faced a drastic funding shortage. USAID agreed to provide sufficient funding for operations to continue to the end of the year, however, this grant of USD 500,000 was not officially confirmed until November 2017. Using operational data, an analysis of the situation was conducted, which highlighted that the demand for common logistics services, such as transportation and warehousing, had decreased. Therefore, beginning July 2017, a decision was made to prepare a transition and phase out strategy for Ukraine. This includes preparations for handing over Coordination and Information Management aspects of the Logistics Cluster in Ukraine to a Logistics Sectoral Working Group co-led by the Office of the United Nations High Commissioner for Human Rights (UNHCR) and the Office for the Coordination of Humanitarian Affairs (OCHA).

Until January 2018, the Logistics Cluster continued supporting members of the humanitarian community by assisting them in obtaining permissions for convoys to deliver humanitarian assistance to NGCAs. The Logistics Cluster team also continued to provide support via experienced staff to ensure safe passage of humanitarian convoys through check points to ensure the effective and efficient delivery of humanitarian cargo. Throughout 2017, the Logistics Cluster worked to enhance coordination between members of the humanitarian logistics community, State Fiscal Service, Civil Military Coordination (CIMIC) structures provided by OCHA and other counterparts involved in the effective and successful deliveries of lifesaving humanitarian assistance. This involved verifying and validating processes for clearing the delivery of humanitarian goods through the armed conflict contact line.

The Logistics Cluster provided support to agencies and organisations to clear their cargo with the Ukrainian authorities as humanitarian actors, and, when necessary, supporting the process of crossing the contact line. When the emergency response began in 2015, the transportation and storage services, made available by the Logistics Cluster, were intended to fill the logistics capacity gaps of partners. This was done through providing access to free-to-user common logistics services. However, as per the mandate, Logistics Cluster activities were never intended to replace the capacities of other agencies.

In order to ensure that partners using the services could strengthen their own preparedness and reinforce their capacity, towards the end of 2017, activities were complemented by capacity strengthening initiatives, such as workshops for Logistics Officers from the Humanitarian Community on convoy facilitation and relevant procedures. This initiative is designed to allow the Logistics Cluster to share its expertise with key partners, with the aim of empowering them to facilitate their individual organisations cargo deliveries into the NGCA.

[1] <http://www.logcluster.org/ops/ukr15a>

## Results

In 2017, the Logistics Cluster succeeded in the facilitation of 29 joint humanitarian convoys, contributing to the delivery of more than 2,658 mt and 5,753 m<sup>3</sup> of Shelter, Water, Sanitation and Hygiene (WASH), Education and Telecommunication items to Donetsk and Lugansk (NGCAs). In addition, the Logistics Cluster assisted WFP with cross-border deliveries consisting of 1,960 mt of food items through checkpoints to Donetsk. It also provided warehouse space in Dnipro to four humanitarian organisations for short-term storage and coordinated the consolidation of cargo into inter-agency convoys, before sending them to NGCAs.

Led by the Logistics Cluster, regular meetings with partners in Kiev were established in order to improve humanitarian coordination efforts and strengthen information sharing mechanisms with various actors, as well provide a platform for sharing common operational challenges. Following an increase in access constraints to NGCAs, as checkpoints and cross-border authorities began restricting the movement of people and convoys, these meetings became less frequent as the humanitarian space shrank even further. Subsequently, only seven general coordination meetings were conducted to collaboratively address limitations and challenges to respective partners logistical operations. For partners who remained operationally active, in spite of significant access constraints, ad-hoc bilateral meetings with the Logistics Cluster were held.

During 2017, the Logistics Cluster produced 10 publications which were shared with partners, they consisted of e-bulletins, guidance documents, minutes from coordination meetings, and other logistics updates. These products contributed to the strengthening of decision-making by humanitarian actors, resulting in a simplified and coordinated logistics operation and to make the logistics response coordinated and efficient.

WFP was successful in securing critical funding in November 2017. This funding has contributed towards the continuation of Logistics Cluster support until the middle of 2018. Exceeding planned outputs, the Logistics Cluster facilitated the provision of services that allowed partners to reach more people in need of humanitarian assistance.

## Performance Monitoring

The Logistics Cluster has defined Key Performance Indicators (KPIs) in the Special Operation. Regarding service provision the most significant KPI is the percentage of Service Requests from partners accepted from the Logistics Cluster. To monitor a) the percentage; b) the cargo moved, the Logistics Cluster has implemented the Relief Item Tracking Application (RITA). This tool serves as main element of service provision monitoring and evaluation.

While the Logistics Cluster conducted online surveys for Logistics Cluster participants and users on performance evaluation in 2015 and 2016, the methodology was shifted to feedback mechanisms through the Logistics Cluster Coordination Meeting. Considering the scale down of the Logistics Cluster in Ukraine and the significant decrease of partners, bilateral comprehensive engagement with partners was considered an appropriate approach to tailor the Logistics Cluster operation to the needs of the community. This clearly included a feedback mechanism, directly contributing to the monitoring and evaluation cycle. The number of partners, non-governmental organization (national and International) and United Nations Agencies, dropped from 41 in 2016 to an average of 8-9 in 2017.

As the Logistics Cluster focused on an inclusive and integrated approach for scaling down the operation and to initiate a transition, monitoring and feedback mechanisms were ensured through bilateral communication with participating organisations.

Furthermore, the Global Logistics Cluster conducted a review of the original purpose for the Logistics Cluster activation in 2015, bridged gaps and existing bottlenecks. Based on this review, the Logistics Cluster has initiated a transition of activities to a Logistics Sectoral Working Group, co-led by the Office of the United Nations High Commissioner for Human Rights (UNHCR) and the Office for the Coordination of Humanitarian Affairs (OCHA) beginning March 2018.

## Transition Plan for Logistics Cluster in Ukraine

In 2017, both the Logistics Cluster and the broader humanitarian community in Ukraine faced several programmatic and operational challenges. In particular, donor commitment in Ukraine forced humanitarian activities to be scaled down and triggered adjustments in programmes to compensate for the lack of funding. With limited funds, the Logistics Cluster continued supporting the humanitarian community in coordination, information management and convoy facilitation. However, provision of access to common logistics services such as storage capacity and free-to-user transportation of humanitarian goods to Non-Government Controlled Area (NGCA) were gradually scaled down.

Until November 2017, the Logistics Cluster did not receive confirmation of receipt of the funding required to maintain its normal, full-scale operations. This, combined with the upcoming closure of the WFP Country Office in Ukraine and the significant drop in engagement from members of the humanitarian community, lead Logistics Cluster staff to undertake a Logistics Sectoral Needs Assessment. Based on the results of the assessment, as well as bi-lateral talks with various agencies on a global and country level, WFP senior management decided to discontinue the engagement of WFP as the lead agency for the Logistics Cluster in Ukraine.

The resulting transition strategy has been endorsed by both Logistics Cluster partners and the major actors from within the humanitarian community in Ukraine. The strategy envisions that all future coordination and information management tasks will be handed over to a Logistical Sectoral Working group, co-led by the United Nations High Commissioner for Refugees (UNHCR) and the Office for the Coordination of Humanitarian Affairs (OCHA). Following this, in November 2017, once the phase out had begun, the USAID contribution of USD 500,000 to the Logistics Cluster in Ukraine was confirmed. After discussions with USAID Washington and other involved stakeholders, options on how to use the grant considering the initiated transition, were elaborated. This also included a discussion on the option to return USD 250,000 earmarked for service provision to USAID. The remaining USD 250,000 allocated for coordination and information management will be utilised for activities ongoing during the transition phase.

The transition phase included a workshop in November 2017 during which best practices and processes on cross line convoy procedures were shared. Inter-Agency organisations were given instructions on how best to implement convoys, approach and interact with checkpoint personnel and communicate with the relevant authorities. The transition plan also included establishing a Logistics Sector Working Group by March 2018 to continue supporting the humanitarian community in conducting cross line convoys. The Logistics Cluster will keep a support presence in-country until the end of March 2018 and will follow up on the phase out with a review mission in April 2018.

# Figures and Indicators

## Data Notes

Cover page photo © WFP Ukraine

Convoy delivering humanitarian aid just before passing the checkpoint.

## Project Indicators

### Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
<b>SO1: Special Operation (Cluster)</b>				
Number of cluster coordination meetings conducted	instance	12	7	58.3%
Number of humanitarian convoys facilitated	convoy	30	29	96.7%
Number of information management products produced and shared, including bulletins, maps, guidance documents, and other logistics information	item	10	10	100.0%
Number of organizations receiving services from the logistics cluster	partner organization	30	42	140.0%