
LIMITED EMERGENCY OPERATION - UKRAINE

Limited Emergency Operation - Ukraine¹	
Number of beneficiaries	200,000
Duration (starting date – end date)	Feb 2022 – May 2022 (3 months)
Cost to WFP (3 months)	USD 49 998 846

¹ The gender and age marker is not applicable in the initial stages of a Limited Emergency Operation.

EXECUTIVE SUMMARY

After months of rising tensions between Ukraine and the Russian Federation (RF), there has been a significant escalation in armed hostilities in Ukraine as of 24 February 2022, with increased shelling reported in several cities in Ukraine in addition to the areas already in conflict in the east of the country. As per the Inter-Agency Contingency Plan (IACP) on 30 December 2021, indicators point to a potentially dire humanitarian situation. Various potential scenarios exist, but at the time of writing it is unclear what the humanitarian scale and impact of these unfolding events will be. There are troubling initial reports of population movements and other factors, though WFP is awaiting the outcome of further assessments.

Following discussions with the Ukraine United Nations Country Team (UNCT), OCHA, the clusters and other working groups, and aligned with the IACP, WFP will temporarily amplify the capacity of the in-country humanitarian system for an initial period of three months, until the situation has been reassessed, the Government and other humanitarian agencies have scaled up their own mechanisms and/or the crisis has eased. WFP will work on two tracks in parallel. Firstly, WFP will fill gaps in the response to crisis-affected populations through the provision of immediate food assistance using a combination of cash-based transfers (CBT) and in-kind modalities. Secondly, WFP will support other humanitarian agencies through logistics and telecommunications-related support as well as other on-demand services, as required.

This Limited Emergency Operation (LEO) has been designed considering the lessons learned from previous engagement in Ukraine and feedback from humanitarian partners on the ground. It is envisioned to last for three months. Based on the evolving situation and updated needs analysis, however, WFP will review planning assumptions with partners and adjust as required.

1. HUMANITARIAN SITUATION

1.1. EMERGENCY CONTEXT

1. After months of rising tensions between Ukraine and the Russian Federation (RF), there has been a significant escalation in armed hostilities in Ukraine as of 24 February 2022. At the time of writing it is unclear what the humanitarian scale and impact of these unfolding events will be. There are troubling initial reports of population movements and other factors, though WFP is awaiting the outcome of further assessments.
2. Faced with a potentially dire humanitarian situation, and in line with discussions with the national coordination mechanisms and the Ukraine Country Team (UNCT), WFP is renewing its engagement in Ukraine to temporarily amplify and support the capacity of the in-country humanitarian system over a three-month period initially, until the situation has been reassessed. This includes, if needed, to support the immediate food assistance needs of affected and/or displaced populations where required. an initial caseload of 200,000 people, including 144,000 internally displaced persons (IDPs). This baseline scenario will be adapted as the situation in Ukraine evolves and new information emerges.
3. Although Ukraine has well-established road, sea and air networks and basic infrastructure, the evolving situation threatens to impact operational capacity. Prior to the 24 February escalation in conflict, some airlines had already suspended commercial flights to/from Ukraine. With the potential for more severe and prolonged disruptions, the flow of people, goods, and services could be affected. At the request of the country team, the LEO will enable the provision of logistics coordination, telecommunications, and on-demand services to enable the continued and scaled-up humanitarian response.

1.2. FOOD SECURITY AND NUTRITION NEEDS

4. These events are occurring against a backdrop of ongoing socio-economic challenges linked to the COVID-19 pandemic. Although food availability is generally not a problem in Ukraine, access to food has been constrained in recent years due to declining household purchasing power linked to high inflation. Joint market monitoring conducted by humanitarian agencies in conflict-affected parts of Donetsk and Luhanska in August 2021 founds that the price of food had increased by over one third during the preceding year. Other basics goods were also affected². The escalation of the situation, and uncertain prospects ahead, will cause further economic volatility in the coming months.
5. The nutritional situation also remains a concern nationwide. According to the latest available data, 23 percent and 8 percent of Ukrainian children under 5 years of age are affected by stunting and wasting respectively³. This unfolding crisis is likely to affect food and nutrient intake among infants and young children, while disrupting access to critical maternal and children health services and hampering infant and child caring practices more broadly. WFP will work with the United Nations Children's Fund (Unicef) and other nutrition stakeholders in order to better understand the impact on

² ACTED-led Joint Market Monitoring, August 2021.

³ Global Nutrition report 2021. The State of Global Nutrition. UN Nutrition

different nutritionally vulnerable groups and implement any necessary programmatic adjustments.

1.3. HUMANITARIAN NEEDS, PLANS, AND COORDINATION MECHANISMS

6. WFP has had no permanent presence in Ukraine for several years. However, Ukraine has remained an ‘oversight’ country that falls under the WFP Regional Bureau for the Middle East and Northern Africa (RBC), through which WFP has maintained coordination with the in-country humanitarian community, including the Office of the Resident Coordinator (RC), the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and other United Nations (UN) partners, as well as with Ukraine-based non-governmental organizations (NGOs). In early February 2022, WFP deployed a multisector team to Ukraine to engage with Government and actors and undertake advance preparedness measures⁴.
7. The current scenario requires WFP to intervene to fill potential gaps in the provision of basic assistance to crisis-affected populations. This LEO foresees assistance to an initial caseload of 200,000 people, including 144,000 internally displaced persons (IDPs). WFP also ensures that the collective humanitarian response benefits more broadly from the capabilities of the global Logistics and Emergency Telecommunications (ETC) clusters, as well as other on-demand services as required. In designing this LEO, WFP worked closely with the in-country Food Security Cluster (FSC) and Cash Working Group (CWG) to ensure that basic assistance strategies for crisis-affected populations are as aligned and coherent as possible.
8. During the implementation of this LEO, WFP will continue to coordinate closely with United Nations Country Team (UNCT) and OCHA, the clusters, the CWG and other relevant bodies with a view to ensuring an optimal and coherent response.

2. WFP EMERGENCY RESPONSE

2.1. DIRECTION, FOCUS AND INTENDED IMPACTS

Right objective

9. This LEO is initially for 3 months duration and will work in pursuit of two strategic outcomes:
 - ❖ Strategic Outcome 1 (aligned to WFP corporate Strategic Result 1), which is focused on ensuring access to food for crisis-affected populations through a combination of cash-based and in-kind modalities.
 - ❖ Strategic Outcome 2 (aligned to WFP corporate Strategic Result 8), which is focused on enhancing the broader humanitarian response through support to logistics coordination and emergency telecommunications, as well as on-demand services.

2.2 STRATEGIC OUTCOMES, FOCUS AREAS, EXPECTED OUTPUTS AND KEY ACTIVITIES

⁴ The 2016 Operational Evaluation on Ukraine found that proactive preparedness measures had been key to WFP’s success

2.2.1 STRATEGIC OUTCOME 1: CRISIS-AFFECTED POPULATIONS ARE ABLE TO MEET THEIR BASIC FOOD NEEDS (SO1)

➤ ***Outcome description***

10. WFP aims to respond to the additional requirements for food assistance, which threaten to overwhelm the existing in-country humanitarian capacity. This implies responding to the immediate food needs of displaced populations on the move with appropriate, time-bound modalities. It also implies the provision of a more substantial package of basic assistance to crisis-affected populations for a period of several months, until better and more sustainable outcomes can be secured for them.

➤ ***Focus Areas***

11. This outcome falls under the ‘crisis response’ focus area.

➤ ***Expected outputs***

12. Affected populations receive cash-based transfers or in-kind food assistance to meet basic food needs (SR1, Output category A).

➤ ***Key activities (right assistance at the right time)***

<p><i>Activity 1: Provide emergency food assistance to shock affected populations. (Act Category 1: URT)</i></p>
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13. *Immediate response rations (IRR)* –displaced persons on the move and therefore lacking the wherewithal or means to prepare food for themselves will be provided with a pre-packaged, ready-to-consume and culturally-appropriate ration that will cover their full food and nutrient requirements for a five-day period. Targeting of displaced persons will be undertaken in close coordination with the United Nations High Commissioner for Refugees (UNHCR) and other displacement and protection actors at identified transit and collection centres.

14. *General food assistance (GFA)* – Crisis-affected households, including displaced persons, will be provided with basic assistance, which will be sufficient to cover their entire food and nutrition needs for a three-month period. WFP and its partners will put in place a ‘continuum of care’ whereby displaced households with continued need of food assistance transition from IRR to GFA. GFA will be provided in the form of cash-based transfers (CBT) and will be multi-purpose in nature to the extent possible, though WFP has also developed an in-kind alternative that can be deployed in locations and situations where it is needed.

2.2.2. STRATEGIC OUTCOME 2: HUMANITARIAN PARTNERS HAVE ACCESS TO RELIABLE COORDINATION AND SERVICES INCLUDING SUPPORT IN LOGISTICS COORDINATION, EMERGENCY TELECOMMUNICATIONS, AND ON-DEMAND SERVICES TO ENABLE EFFECTIVE HUMANITARIAN RESPONSE (SO2)

➤ ***Outcome description***

15. WFP seeks to improve the effectiveness of the broader humanitarian response in Ukraine. This is in response to discussions held with UN leadership and partners in Ukraine, which have highlighted the need for enhanced logistics and emergency telecommunications coordination support and services, as well as other on-demand services (potentially including for the movement of humanitarian personnel or cargo)

Facilitation and optimization of supply chains, telecommunications and personnel movements will, in turn, enable humanitarian agencies to more effectively reach and serve populations in need.

➤ **Focus Areas**

16. This outcome falls under the 'crisis response' focus area.

➤ **Expected outputs**

17. This strategic outcome will be accomplished through the following outputs:

- ❖ Affected populations benefit from logistics coordination and enhanced access services to counterparts, humanitarian agencies and partners in order to timely receive humanitarian assistance. (Output Category: H)
- ❖ Affected populations benefit from emergency telecommunications coordination and services to counterparts, humanitarian agencies and partners in order to timely receive humanitarian assistance. (Output Category: H)
- ❖ Affected populations benefit from on-demand services to humanitarian and development partners in order to timely receive humanitarian assistance. (Output Category: H)

➤ **Key activities (right assistance at the right time)**

Activity 2: Provide technical assistance through the Logistics Cluster to counterparts and partners to improve emergency logistics coordination and supply chain management. (Act Category 10: Service Provision and Platforms Activities)

18. When the Logistics Cluster was deactivated in 2018, coordination, convoy facilitation and information management roles were transitioned to a National Logistics Sectoral Working Group. In the current context, however, the scale up and augmentation of existing logistics capacity and coordination mechanisms may be required. The overall aim of this activity would be to help overcome joint logistics gaps and bottlenecks, avoid duplication, and maximize the efficiency of relief efforts.

19. In close cooperation with the existing country-level logistics working group and the humanitarian community, a rapid Gaps and Needs Analysis (GNA) will be undertaken. Anticipated areas of support through the LEO may include: logistics coordination and information management services; common advocacy to address logistics bottlenecks; facilitation and coordination of convoys and humanitarian corridors; establishment of common forward logistics bases for consolidation and prioritization of cargo; and support to cargo movement through dedicated sea vessels. However, the actual services provided will be informed by the GNA and the evolving context.

Activity 3: Provide technical assistance through the Emergency Telecommunications Cluster to counterparts and other partners to improve emergency communication infrastructure and coordination mechanisms (Act Category 10 Service Provision and Platforms Activities)

20. Leveraging its expertise in emergency telecommunications, WFP will supplement existing national capacities to ensure adequate coordination and access to telecommunication services for humanitarian and development partners operating in the most impacted areas in order to meet the needs of affected populations. If

telecommunications services become severely hampered, WFP stands ready under the LEO to deploy additional resources including staff, services and equipment from its global capacity to ensure access to telecommunications for humanitarian partners implementing the response. WFP may also strengthen access to information for affected populations. Any services rolled out will be time-bound and transitioned out once national services are restored.

Activity 4: Provide on-demand services to humanitarian and development partners. (Act Category 10 Service Provision and Platforms Activities)

21. Given the not only the magnitude but also the unpredictability of this crisis, flexible and coordinated responses will be required. WFP stands ready to provide on-demand services to partners on a cost-recovery basis, according to need. On-demand service provision will also allow WFP the capacity to provide air services and/or cargo airlifts if required and requested, in support of the consolidated response mechanism – where viable commercial options are not available⁵. To implement these services, WFP will leverage its United Nations Humanitarian Response Depot (UNHRD) network and its recent global supply chain network set up for the COVID-19 response.

2.3. Transition and exit strategies:

22. At this juncture, WFP foresees an operation of 3 months in duration. WFP maintains the option of extending the LEO for an additional period of up to 9 months, as the situation evolves. As the situation evolves and new information emerges, WFP may also need to do an upwards budget revision to accommodate additional needs. The expectation is that, once the situation stabilizes, the Government and its humanitarian partners will progressively scale up and adapt their own responses over time. To this end, WFP will work closely with the Government and other actors to identify and implement an appropriate and timely transition of basic assistance, coordination other service provision activities to other stakeholders building on the learning from the 2018 transition.

3. IMPLEMENTATION ARRANGEMENTS

➤ Right People

23. WFP is planning to 200,000 persons of whom 144,000 are displaced persons, which were not foreseen in the 2022 HRP. This is intended to enable those humanitarian agencies that have a longstanding presence and are currently implementing the HRP 2022 to continue serving their existing target populations, who it can be assumed will require even more support than was originally anticipated.
24. WFP will rely heavily on humanitarian agencies and other stakeholders who have familiarity with the local context, especially during the initial stages of the response. Implementation arrangements will consider the different needs of women, men, boys and girls as well elderly persons and persons with disabilities (the latter two of which

⁵ As of February 2022, WFP has not been requested to activate a full scale United Nations Humanitarian Air Service (UNAS) operation.

have been identified as particularly vulnerable in the Ukraine HNO 2022). Ongoing rapid assessments, including updated market monitoring, will provide a basis for subsequent revisions to beneficiary figures and/or transfer modalities/levels.

SO	Activity	Modality	Female	Male	Total
1	Activity 1	IRR	77,328	66,672	144,000
		GFA: In-Kind	53,700	46,300	100,000
		GFA: CBT	53,700	46,300	100,000
TOTAL			107,400	92,600	200,000

Note: People on the move receiving the 5-day IRR will transition to WFP food assistance; for initial planning, a 100% correction factor is used when calculating duplication between IRR and GFA beneficiaries.

➤ **Rations and Modalities**

25. IRR have been designed in such a manner as to cover the entire food and nutrition needs for five days (in line with average household sizes). The ration is culturally-appropriate and ready-to-eat, making it a suitable assistance modality for persons who are on the move and lack the means to prepare food.
26. As far as GFA is concerned, the CBT transfer value has been developed in coordination with the FSC and CWG using market monitoring. WFP is closely monitoring the economic situation and, if required, will adjust the transfer value or transfer modalities; WFP will maintain the flexibility to adapt cash-based transfer mechanisms to the context, including options for value vouchers. The in-kind ration is nutritionally-balanced and culturally-appropriate, while also being well-adapted to some of the practicalities of procurement and commodity handling.

Strategic Outcome	Strategic Outcome 1	
Activity	<i>Activity 1</i>	
Sub Activity	GFA	IRR
Beneficiary type	All	IDPs
Modality	Food or CBT	Food
Pasta Macaroni	100	
Buckwheat grain	300	
Rice white medium	100	
Canned Corned Beef	50	105
Canned Kidney Beans		80
Vegetable Oil	30	98
Iodized Salt	3	
Instant buckwheat		320

total kcal/person/day	2,135	2,436
% Energy supplied by protein	13.1%	13.4%
cash (US\$/person/day)	US\$ 1.9	
Number of feeding days in LEO period	90	5

27. **Supply Chain:** The supply chain is designed to maximize the use of in-country resources whenever possible. Food commodities will be sourced as cost-effectively as possible, prioritizing local procurement. If required, local purchases could be supplemented with regional and international procurement options for a strictly time-bound period. Any food procurement will be done in accordance with the national regulations of the country where it is purchased, Ukrainian regulations for humanitarian imports, and with WFP procedures on food safety and quality.

28. The Logistics Capacity Assessment (LCA) conducted in 2017 identifies available and adequate storage capacities, and an extensive functioning road network and commercial transport sector. WFP has initiated a rapid LCA to update available information and inform the supply chain, and will leverage the existing roster of trucking companies and customs clearing as required. The supply chain will be designed with the necessary flexibility in order to deliver in evolving circumstances.

29. **WFP in-country capacity:** WFP withdrew from in Ukraine in 2018. In February 2022, however, an advance preparedness team was deployed to Ukraine to intensify WFPs engagement in humanitarian contingency and preparedness planning and establish a temporary office. WFP will use a combination of surge and recruitment to deliver the response, leveraging capacities from its earlier Ukraine mission wherever possible. RBC will continue to provide management, coordination and technical capacity support.

30. **Partnerships:** Adequate coordination among stakeholders is essential to ensure an effective and rapid response while avoiding duplication. Recognizing this, WFP will coordinate with the UNCT, the clusters and other country-level working groups. For the delivery of the cash-based response, WFP will partner with local stakeholders, including financial service providers and private sector wholesalers and retailers, to optimize assistance to populations while enabling continued functionality of commercial markets.

Food type / cash-based transfer	Total (mt)	Total (USD)
Cereals	0	0
Pulses	0	0
Oil and Fats	0	0
Mixed and blended foods	0	0
Other	5 681	17 257 773
TOTAL (food)	5 681	17 257 773
Cash-Based Transfers (USD)		17 431 227

TOTAL (food and CBT value – USD)	5 681	34 689 000
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➤ **Right Way**

31. WFP will adhere to the humanitarian principles of humanity, neutrality, impartiality and operational independence. This implies, *inter alia*, a commitment to doing everything possible to reach and assist all populations in need.
32. WFP will seek to establish two-way dialogue with the affected population and will engage men and women equally when providing information to, and collecting feedback from, affected populations. If the opportunity presents itself, WFP may leverage Activity 3 to enhance access to essential information and functioning feedback mechanisms, where telecommunications infrastructure may have been affected. WFP will also ensure that communication channels are designed to be as inclusive as possible of particularly marginalized groups, such as elderly persons and persons with disabilities.
33. Understanding the needs of different communities will be critical to informing an appropriate response and ensuring WFP’s commitments on conflict sensitivity and do no harm. To this end, WFP will seek to engage local organizations and partners with experience working in communities. Through design and implementation of the response, WFP will work closely with protection actors to ensure assistance reaches those on the move and/or in hard-to-reach areas, and that implementation strategies are designed to mitigate potential tensions.

4. PERFORMANCE MANAGEMENT AND EVALUATION

4.1 Monitoring and Evaluation

34. WFP’s monitoring and reporting systems will be set up to cover key emergency activities and harmonized where possible with the monitoring and evaluation activities of other international organizations to reduce the burden on assisted communities. Given the initial three-month duration of the crisis response, and in line with WFP corporate guidance on monitoring in emergencies, WFP will focus on output monitoring (disaggregated by gender, age, and assistance modality), process monitoring, and beneficiary feedback. In situations of constrained access, WFP will explore remote tools for collection of feedback, leveraging the expertise of the ETC. If WFP’s food assistance programme extends beyond an initial three months, WFP will collect outcome data for key performance indicators.

4.2 Risk Management

35. During the scale-up and implementation of the response, WFP will ensure continuous risk assessment and monitoring to assess adequacy of mitigation measures and further actions. WFP will keep stakeholders abreast of the evolving risk context, and ensure timely communication with government, donors, partners and communities on any changes to WFP’s response.
36. The risks identified below build on the evaluation from WFP’s previous engagement in Ukraine and the evolving situation today:

- ❖ *Strategic Risks:* The uncertain evolution of the current context could impede optimal operational planning and preparedness. To mitigate this risk, WFP will seek to pre-identify potential partners and service providers, design programmes with utmost flexibility, and reinforce its situation monitoring. Politicization of aid and access difficulties in NGCAs were identified in the 2022 Humanitarian Needs and Response Overview as challenges, which in the current context could become exacerbated. Finally, if a conflict were to become protracted or at scale, the volatility of food and fuel prices will impact implementation of the humanitarian response and contribute to rising needs. In coordination with local and international stakeholders, WFP will leverage its expertise in logistics coordination and service provision to meet these challenges.
- ❖ *Operational Risks:* In the absence of pre-existing contractual arrangements, the lead time to secure adequate partner and service provider capacity to implement the response in all affected areas could hamper timely response. To mitigate this risk, WFP will explore a range of anticipatory measures including food supply agreements (FSA) and leveraging WFP’s global partner/provider agreements. Where WFP is unable to access certain population groups, it may need to temporarily responsabilize other partners for the distribution of commodities and monitoring thereof. In a context of economic volatility, WFP will retain flexibility to amend its transfer value, or shift between transfer modalities (including value voucher and/or in-kind food) as required.
- ❖ *Fiduciary Risks:* WFP will monitor the security situation and adhere to common and standard protocols in case of a deterioration in the situation with the objective of ensuring the safety and security of its staff and cooperating partners. WFP has zero tolerance for fraud and corruption, and any breach of obligation by WFP staff or cooperating partners will be handled seriously following the relevant corporate procedures. WFP will take every precaution to prevent sexual exploitation and abuse, as well as fraud and corruption and other wrongdoing in accordance with established policies
- ❖ *Financial Risks:* WFP will closely monitor currency and exchange rate fluctuations, setting up alternate arrangements with vendors to limit its exposure as required. Continuous monitoring and feedback loops will help management adjust implementation in order to optimize use of assets.

5 RESOURCES FOR RESULTS

Table 4 – LIMITED EMERGENCY OPERATION BUDGET (USD)	
[Strategic Outcome 1 (SR# 1)]	39 992 042
[Strategic Outcome 2 (SR# 8)]	3 491 784
Total Direct Operational Costs	43 483 826
DSC	3 478 706
ISC	3 036 315
Total cost to WFP	49 998 846

ANNEX II: INDICATIVE COST BREAKDOWN FOR EMERGENCY REVISION

INDICATIVE COST BREAKDOWN ALONG STRATEGIC OUTCOME (USD)			
	Strategic Result 1 / SDG Target 2.1	Strategic Result 8 / SDG Target 17.16	Total
	Strategic Outcome 1	Strategic Outcome 2	
Focus Area	Crisis Response	Crisis Response	
Transfer	36 369 627	3 326 522	39 696 148
Implementation	3 622 415	165 262	3 787 677
Direct support costs	3 199 363	279 343	3 478 706
Subtotal	43 191 405	3 771 127	46 962 532
Indirect support costs	2 807 441	228 873	3 036 315
TOTAL	45 998 846	4 000 000	49 998 846