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SPR Reading Guidance



Logistics Cluster Support to the Humanitarian Response in Ukraine

Standard Project Report 2016

World Food Programme in Ukraine (UA)



World Food Programme

Table Of Contents

Country Context and WFP Objectives

Country Context

Response of the Government and Strategic Coordination

Summary of WFP Operational Objectives

Country Resources and Results

Resources for Results

Achievements at Country Level

Supply Chain

Implementation of Evaluation Recommendations and Lessons Learned

Project Objectives and Results

Project Objectives

Project Activities

Operational Partnerships

Performance Monitoring

Results/Outcomes

Story worth telling: logistics saves lives

Figures and Indicators

Data Notes

Project Indicators

Country Context and WFP Objectives



Country Context

While the world has been facing many simultaneous crises, Ukraine became what some call “the forgotten crisis”. Nevertheless, nearly three years after the start of the conflict, the security situation in eastern Ukraine remains tense. The consequences of the conflict and political instability are still felt by communities throughout the country.

Ukraine is a lower middle income country with a population of 45.6 million, ranked 81st of 188 countries in the 2015 Human Development Index. Civil unrest in Ukraine began in late 2013, when civil protests brought about the dismissal of the former President. In April 2014, tensions escalated with non-state armed groups in the Donetsk and Luhansk regions (called the Donbas) of eastern Ukraine. The conflict has left an estimated 3.1 million people in need of humanitarian assistance.

Fire exchanges and shelling in many hot-spot locations along the contact line continued to endanger the lives of many civilians and exacerbating their suffering. Their situation has been compounded by their inability to flee to safety, particularly across the contact line, from non-government controlled areas (NGCAs) to government controlled areas (GCAs) due to complicated procedures on population movements in the area. This has been further aggravated by the reduced accessibility of households to enough and nutritious food, rising prices and lack of functioning banking systems in NGCAs.

As a food surplus nation, food availability was not a concern in most of the country before the conflict. Ukraine has a strong agricultural sector and is one of the world's largest grain exporters. However, the Ukrainian economy is undergoing a crisis with the decline of gross domestic product, growth rates, decrease of foreign investments, increase of government debt, and the significant devaluation of the national currency. Consumer prices are growing

faster than incomes, limiting a family's purchasing power and general access to food. Food prices are increasing at a time when household incomes are impacted by unemployment and rely on negative coping mechanisms.

Moreover, the delivery of humanitarian goods into NGCAs has been restricted since the start of the conflict. Local authorities in both regions, Donetsk and Luhansk, have required all humanitarian organisations to go through a lengthy and bureaucratic registration process. Although WFP has not received a formal registration in spite of continuous negotiations with local authorities in NGCAs, WFP was able to operate through cooperating partners, on both sides of the contact line. The situation is especially concerning, considering that NGCAs have largely been cut-off from outside assistance and are presumed to be the most food insecure populations.

A more recent assessment published in November, conducted by the non-governmental organisation (NGO) consortium, REACH (1), which was used by the Food Security Cluster to define the Humanitarian Needs Overview, has estimated the number of people who are food insecure to have decreased to approximately 600,000 people. These people are the most vulnerable: they often had no choice other than to stay in the conflict zones because of illness or disability, had nowhere else to go, or don't receive sufficient social benefits to cover their living expenses.

(1) REACH: a joint initiative of the NGOs IMPACT and ACTED, and the United Nations Operational Satellite Applications Programme, REACH was created in 2010 to facilitate the development of information tools and products that enhance the humanitarian community's decision-making and planning capacity.

Response of the Government and Strategic Coordination

As part of the United Nations Development Assistance Framework (UNDAF) road map, WFP focused on assisting the Government of Ukraine in achieving Sustainable Development Goals 2 and 17. WFP response is in line with the Government's policies on food security and relevant food security and nutrition social safety nets. In April, the Ministry for Temporarily Occupied Territories and Internally Displaced Persons was created to respond to the challenges and needs caused by the armed conflict. WFP strengthened its collaboration with the Ministry, both at central and regional levels, to ensure WFP activities complement the Ministry's priorities.

In collaboration with other humanitarian actors and government authorities, WFP continued to work to ensure a coherent and synergized handover strategy to make national social protection systems sensitive to the specific food security needs of the conflict-affected population and internally displaced persons.

In January, WFP conducted an inter-agency access strategy training in Kiev, to which United Nations Agencies and local non-governmental organisations (NGOs), People In Need (PIN) and ADRA participated. The access strategy training was a preparedness activity to familiarize United Nations personnel and ground staff on humanitarian principles. The training resulted in the collective formation of an access strategy.

WFP participated in the Ukraine coordination structure including the humanitarian country team and closely coordinated with the NGO forum. As partners of the nutrition sub-cluster, WFP and United Nations Children's Funds (UNICEF) co-lead the Infant and Young Child Feeding (IYCF) advocacy taskforce. In this framework, UNICEF provided WFP with 20,000 awareness raising notebooks promoting good IYCF and breastfeeding practices. These were to be distributed to mothers of young and new born children during general distributions and to mothers in hospitals where WFP distributed food.

WFP lead the Logistics Cluster and co-lead the Food Security Cluster (FSC) with the United Nations Food and Agriculture Organization (FAO). The FSC coordinated more than twenty entities engaged in food security interventions in Ukraine. A common targeting criteria was developed and adopted by the FSC members, and targeted groups were reviewed regularly, following the results of joint assessments and the evolving situation on the ground. In order to ensure that all areas affected by food insecurity were appropriately covered and overlaps were avoided, the FSC increased its field capacity and held regular meetings at WFP in Donetsk. In order to maximize resources and ensure a well-coordinated response, the FSC continuously engaged with national and local authorities, United Nations agencies, NGO partners and other key stakeholders. In parallel, WFP strengthened its partnership with government counterparts and local authorities.

The Logistics Cluster provided coordination and in-depth information management services, which contributed to improved efficiency for the logistics response to the operation. Roads and access points to the non-government controlled areas (NGCAs) were regularly assessed and monitored, with the results presented in a road access constraints map.

A series of consultations were undertaken by WFP in order to engage local communities, local authorities, cooperating partners, United Nations agencies and other key stakeholders. These consultations involved different age and gender groups with a significant proportion of women participating and involved in decision making. Specifically, between May and June, WFP undertook a series of 'response to recovery' workshops throughout

eastern Ukraine. The main objective of the workshops was to compile feedback to further refine WFP programmes and provide a participatory platform for all stakeholders. These workshops involved local and international NGOs, local authorities, community leaders, and other United Nations agencies in brainstorming topics at the core of project development and community involvement.

WFP coordinated with the Joint United Nations Programme on HIV and AIDS (UNAIDS), the United Nations Population Fund (UNFPA) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in order to streamline its response and strengthen its targeting criteria to ensure some of the most vulnerable groups affected by the conflict, such as HIV/AIDS/TB patients, were included. As an active member of UNAIDS, the Humanitarian Country Team and the FSC, WFP coordinated its activities with other United Nations agencies and NGOs. WFP's operation is aligned with the Joint United Nations Programme on HIV and AIDS in Ukraine for 2012-2016 and with the UNAIDS Strategy for 2016-2021. WFP contributes to core decisions on HIV and TB issues as a member of the sub-cluster on HIV/TB/OST led by the World Health Organization (WHO). WFP is also member of the United Nations Gender Theme Group led by UN Women.

In partnership with WHO and in coordination with the Ministry of Health in both government and NGCAs, WFP supported food insecure patients at conflict-affected health and social institutions on both sides of the contact line.

In March, WFP and the United Nations High Commissioner for Refugees (UNHCR) signed an agreement to implement a joint project, aimed at improving access to food through locally-purchased food parcels for people involved in shelter-projects in Luhansk, in the NGCA. WFP, UNCHR and UNICEF signed a tripartite agreement to collaborate on complementary projects.

Summary of WFP Operational Objectives

WFP in Ukraine provided food assistance to internally displaced persons (IDPs), returnees and people suffering as a result of the conflict in eastern Ukraine (Donetsk and Luhansk regions). The affected population have not only lost homes and livelihoods, but also access to land to grow food. WFP played a key role as the lead of the Logistics Cluster, in ensuring humanitarian goods could reach the affected population in non-government controlled areas (NGCAs).

Emergency Operation (EMOP 200765), approved budget of USD 127.7 million: November 2014 to December 2016. WFP provided food assistance to IDPs, returnees and residents in eastern Ukraine, distributing monthly food parcels and cash-based transfers (CBTs). Under the EMOP, 830,000 among the most vulnerable people have received food from WFP in spite of the ongoing conflict and a volatile security situation restricting humanitarian staff movement.

WFP prioritized the most vulnerable - mainly elderly people, single mothers, people living with chronic diseases, people with disabilities and large families. WFP provides monthly food parcels and CBTs to ensure access to sufficient food for vulnerable populations. The type of assistance provided depends on local conditions such as availability of food at local markets and whether financial institutions are functioning.

WFP's food basket included: pasta, wheat flour, beans, canned fish, sugar, iodized salt, buckwheat and vegetable oil, equivalent to approximately 1,600 kcal per person per day. People who receive CBTs are provided with a transfer value of UAH 550 (approximately USD 20 per month), calculated to cover the food needs of one person for one month. With WFP vouchers, people can purchase a selection of items at the local supermarkets.

Special Operation 200821, approved budget of USD 5.4 million: aimed to coordinate overall humanitarian logistics activities in order to facilitate the delivery of life saving humanitarian assistance to affected populations in eastern Ukraine. The Special Operation through the Logistics Cluster assisted humanitarian agencies and cooperating partners with coordination and information management which focused on the identification of logistics bottlenecks and provision of a forum for humanitarian actors to address challenges. Regular coordination meetings were conducted in Kiev and at field level in Donetsk. The Logistics Cluster provided transport and storage services to partners involved in the humanitarian response, in addition to facilitating and processing complex government paperwork requirements.

WFP coordinated closely with major humanitarian actors and worked with local authorities in both government and NGCAs. Local authorities provided beneficiary lists and advised on geographical coverage to avoid duplication. WFP coordinated with the State Emergency Services of Ukraine, the Ministry of Social Policy, the Ministry of Occupied Territories and Internally Displaced Population, United Nations agencies and the International Committee of the Red Cross (ICRC).

Country Resources and Results

Resources for Results

Compared to the previous year, overall funding levels for the country were constrained in 2016. Given these constraints, WFP defined a prioritization plan in order to ensure the continuity of food distributions. As a result, general distribution activities were covered for the whole period, with a reduction in the number of rounds distributed per person (two rounds instead of four), and a re-prioritized targeting criteria (including people living with disability or chronic illness, mothers with two or more children and elderly people). WFP ensured food assistance could be provided during the winter period, when food needs are higher. Regular coordination between WFP's internal divisions at the country level and with the Regional Bureau in Cairo and Headquarters, enabled an efficient use of available resources.

WFP increased its advocacy efforts by organising field visits to eastern Ukraine, jointly with the United Nations High Commissioner for Refugees (UNHCR), enabling interested stakeholders to visit the conflict-affected areas and for them to get a better understanding of humanitarian needs on the ground.

Thanks to an effective coordination with the Government and local authorities at the field level, WFP was able to target those most in need of assistance, through the beneficiary lists provided by authorities.

WFP took steps in order to increase its internal efficiency. Starting in January, the global equipment management system was rolled out in Ukraine, to enhance the inventory system and allow efficient management of WFP assets. This system saved time and resources for tracking physical movements of assets. WFP started to use the fleet management system to record and monitor vehicles and related expenses. This system enables the recording and control of all costs, such as fuel and maintenance costs and allows the creation of a monthly report of fuel consumption and cost analysis.

WFP staff participated in 35 training workshops throughout the year, on a variety of topics, to enhance their knowledge and capacities. One training provided was a hands on training for national staff on other WFP operations in central Asia, and provided staff with an opportunity to travel and see a different WFP operation and learn from a longer standing WFP operation.

Achievements at Country Level

Despite a number of challenges to overcome, WFP contributed to improve food security for the population affected by the conflict in eastern Ukraine.

WFP worked closely with key stakeholders to identify and verify which were the most vulnerable localities and categories of the population. WFP used lists of internally displaced persons (IDPs) compiled by the State of Emergency Service, the Ministry of Social Policy and the Ministry of Occupied Territories and Internally Displaced Persons, in order to fine-tune targeting.

WFP coordinated activities with other key humanitarian actors in food security, to ensure a comprehensive response and avoid duplication of targeting. As the co-lead of the Food Security Cluster, WFP contributed to harmonize the targeting criteria, taking into account the various context-specific needs of different groups of targeted beneficiaries. A common set of targeting criteria was developed by cluster partners and a harmonized food basket was agreed to ensure that all food insecure areas were appropriately covered and overlaps were avoided.

Access constraints imposed by local authorities in non-government controlled areas (NGCAs), prevented WFP from reaching all the planned beneficiaries every month, curtailing the number of distributions against the originally planned target; those living in conflict zones were only reached intermittently, when it was safe for distributions to take place. WFP worked closely with local cooperating partners to secure access to beneficiaries when and where possible.

Despite the large number of food insecure people reached, it was not possible to distribute food to each individual every month due to a number of factors such as: the constant movement and unpredictability of displacement flows, ongoing conflict and insecurity, and lack of funding and conditions imposed by local authorities: This accounted for the reduction in the actual amount of food distributed.

WFP distributed in-kind food parcels to in-patients in high need of nutritious food at hospitals and social institutions in government controlled areas (GCAs). The significant influx of IDPs from NGCAs greatly affected the capacity of hospitals and social institutions to meet the needs of an increasing number of patients affected by the conflict.

WFP implemented pilot early recovery activities in order to prepare for its new Protracted Relief and Recovery Operation, which replaced the Emergency Operation in January 2017. These activities involved local authorities and local communities and had a great impact on social cohesion while they laid the ground for more resilience-focused activities to be pursued in the near future. Local communities welcomed these initiatives and were actively engaged in proposing diverse types of activities which contributed to community as a whole. These included activities such as the renovation of damaged schools, road and bridges.

WFP fostered effective partnerships with its non-governmental organisations (NGO) partners and with the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF), in order to ensure a greater impact of its assistance. WFP further sought to enhance its efficiency by improving its internal processes and using new technologies.

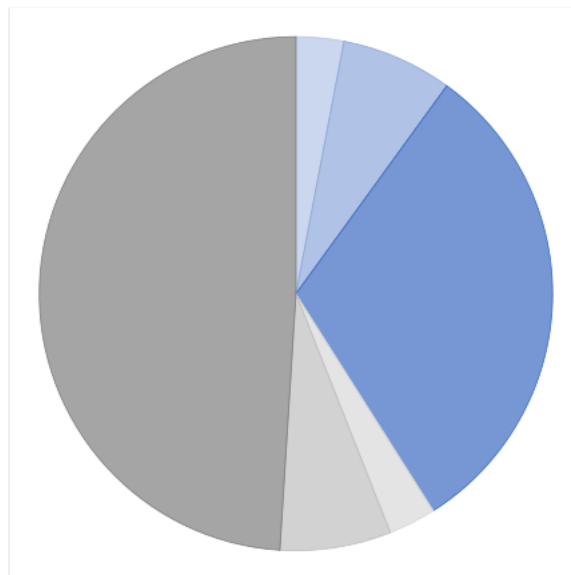


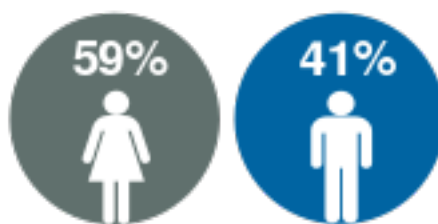
Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	15,094	15,094	30,188
Children (5-18 years)	35,219	35,219	70,438
Adults (18 years plus)	155,972	246,537	402,509
Total number of beneficiaries in 2016	206,285	296,850	503,135

Country Beneficiaries by Gender and Age

- Children (under 5 years)
- Children (5-18 years)
- Adults (18 years plus)
- Children (under 5 years)
- Children (5-18 years)
- Adults (18 years plus)





Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country EMOP	-	-	-	-	8,817	8,817
Total Food Distributed in 2016	-	-	-	-	8,817	8,817



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country EMOP	2,867,391	3,978,401	-
Total Distributed in 2016	2,867,391	3,978,401	-

Supply Chain

Given that Ukraine is a major food producer, WFP purchased all food commodities locally. The operation followed standard WFP procurement procedures. Procurement was carried out on "delivered at place" terms, with delivery points agreed to with cooperating partners, and inclusive of costs for prepositioning with the supplier to ensure a timely response during winter months.

WFP's local suppliers provided food transport from the areas of production in western Ukraine to cooperating partners' warehouses in the east (both government and non-government controlled areas). Terms of delivery were delivery at place and cooperating partners provided secondary transport to areas of final distribution. Considering the urgency of food assistance, WFP through food suppliers delivered up to two months' food assistance to cooperating partners, who distributed the food on a monthly basis to beneficiaries. During the winter season (November-March), food parcels were stored in partners warehouses for a minimal number of days before being distributed to beneficiaries. Whenever there was a window of opportunity to deliver food into non-government controlled areas (NGCA), WFP delivered several batches of food parcels to cooperating partners instead of delivering on a monthly basis. This prepositioning of food parcels, whenever the opportunity arose, proved to be effective and anticipated any delays in the already-lengthy process of obtaining authorization from local authorities in NGCA, avoiding subsequent delayed deliveries to cooperating partners and to beneficiaries. Transportation companies, which were hired by local food suppliers, were usually reluctant to enter the conflict zone however whenever it was possible food supplier's trucks were accompanied by Logistics Cluster staff. Due to a shortage of

available trucks and a subsequent increase in competition among humanitarian agencies, prices were increasing significantly. The lack of available and adequate storage space in NGCA, staffing gaps and security issues posed further challenges.

In total, 29,160 food parcels (388 metric tons) were prepositioned at the Logistics Cluster warehouse in December, when one of WFP's cooperating partner, the NGO People In Need, was requested by local authorities in Donetsk to leave the area. WFP decided to divert deliveries of approximately 9,000 food parcels (119.79 metric tons) to the Logistics Cluster's warehouse in Dnipro for later distributions.

In June, WFP implemented the Logistics Execution Support System (LESS), which provided a solid platform to facilitate the integrated approach, particularly at the downstream level. LESS is a corporate system that enables real-time tracking of WFP food commodities as they move along the supply chain, from the point of receipt up to the final delivery point for distribution, and ensures full trace-ability of individual food items in each ration delivered.

In July, a scheduled audit conducted by a WFP local supplier indicated a food quality issue related to canning quality. As a mitigation measure, WFP withdrew canned meat from the current food basket and subsequently suspended food distribution in July and August. Food distributions resumed in September.

The few losses reported were caused by inadequate transport from cooperating partners' warehouse to distribution point and handling at distribution point - which caused damages to a few food parcels which were discarded.



Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Rations	7,692	-	7,692
Total	7,692	-	7,692
Percentage	100.0%	-	

Implementation of Evaluation Recommendations and Lessons Learned

A decentralized Operation Evaluation of WFP Emergency Operation (EMOP) 200765 in Ukraine took place between December 2015 and February 2016. The evaluation covered the period of the emergency preparedness activity (March to June 2014), the IR- EMOP (August to November 2014) and EMOP 200765 and its two Budget Revisions (BRs) (November 2014 to December 2015). The study, timed to ensure that findings would inform future decisions during the next project document formulation, took place from September 2015 to April 2016.

Overall the evaluation report released in August found that WFP's intervention in Ukraine was largely appropriate given the developing and ongoing humanitarian needs and the inability of the authorities to meet them. WFP preparedness activities in Ukraine facilitated the early phases of WFP response and the design of its later emergency interventions. The key goal of the EMOP was to address Strategic Objective 1. The evaluation report highlighted the objectives of the operation to be appropriate given the operational context on the ground.

Some of the main recommendations of the evaluation included that both the fluidity and volatility of conflict and economic situation required continuous in-depth monitoring and food security analysis. Retaining a flexible approach to programme implementation and design was necessary should the conflict escalate.

Cash-based transfers (CBT) were found to be the most effective and efficient modality used by WFP. The expansion of the use of CBT requires constant monitoring of a still volatile banking system, fluid local currency and market developments. Lessons learned from the operation's external evaluation emphasized the need to step up strong coordination particularly with government counterparts, United Nations Agencies, non-governmental organisations (NGOs) and with the private sector.

WFP took into consideration the recommendations and incorporated them into programme design and implementation. One of the main recommendations of the operation evaluation included WFP's engagement in Ukraine: WFP followed the recommendation to shift from an EMOP to a one year PRRO (Protracted Relief and

Recovery Operation) starting January 2017, adequately providing an emergency response, with a strong focus on recovery, combined with elements of capacity strengthening for the Government of Ukraine and local authority counterparts, leading towards a clear exit strategy. During the year, WFP prepared the ground and designed the PRRO which was approved in November by WFP's Executive Board. The PRRO will address the food needs of the most vulnerable people in eastern Ukraine while gradually supporting early recovery, as recommended by the evaluation.

Other key recommendations were for WFP to continue to play a prominent advocacy role in established coordination mechanisms and WFP to take appropriate measures to consolidate and decentralize the Food Security Cluster to the field. The Food Security Cluster was strengthened with additional human resources and while coordination at field level in eastern Ukraine was established.

The evaluation report recommended the use of new technological platforms such as SCOPE for WFP and other partners for cash operations to strengthen coordination and avoid overlaps. SCOPE was successfully piloted and WFP coordinated with other national and international partners to extend the use of this platform to other cash operations.

Project Objectives and Results

Project Objectives

Since the start of the conflict in Ukraine in 2014, the territories where the Government does not temporarily exercise its authority, the non-government controlled areas (NGCA) have become hard to reach for humanitarian organisations. Limitations imposed by local authorities in NGCA for humanitarian organisations to operate, was a challenge in the delivery of humanitarian assistance to affected populations. The transportation of commercial cargo by road and commercial delivery of food and medicine were restricted, increasing the need for emergency assistance.

Serving as entry points across the contact line, from government-controlled areas (GCA) to NGCA from the south to the north of the country, only two of five official check-points could be used for transportation of humanitarian cargo. Moreover, the administrative procedure to transport humanitarian cargo from GCA to NGCA was cumbersome and lengthy. Despite a high number of logistics companies in Ukraine, only a few were ready to provide transport services from GCAs to NGCAs, due to high safety and security risks. Furthermore, truck drivers were required to obtain an access permit to enter NGCAs which reduced the number of available service providers. The situation remained tense with a high number of cease-fire violations, which lead to an increased need and demand for facilitation of the transportation of humanitarian assistance. This included food, health, water, sanitation and hygiene (WASH) items, and other non-food items.

The Logistics Cluster, was activated in Ukraine in March 2015 with the principal aims of: 1) implementation of limited transport and storage services to assist humanitarian logistics actors in overcoming operational limitations; 2) coordination of inter-agency convoys to access the affected populations when needed; 3) consolidation of feedback from humanitarian actors in the logistics sector concerning critical constraints, and ensuring that advocacy efforts of the humanitarian country team (HCT) level reflected these issues; 4) implementation of coordination and information management activities to enhance the predictability, timeliness and efficiency of the humanitarian logistics response.



Approved Budget for Project Duration (USD)

Cost Category	
Capacity Dev.t and Augmentation	4,132,510
Direct Support Costs	957,642
Indirect Support Costs	356,311
Total	5,446,463

Project Activities

Given the restrictions on humanitarian access, the Logistics Cluster had a crucial role to deliver humanitarian aid to conflict-affected populations in eastern Ukraine from the government controlled (GCAs) to non-government controlled areas (NGCAs). The Logistics Cluster provided warehouse space in Dnipro to humanitarian organisations for short-term storage only, for organisation to consolidate their cargo prior to dispatch.

Before the actual dispatch of cargo, the Logistics Cluster assisted humanitarian actors with administrative procedures to organise convoys, including registration with the Ministry of Social Policy for obtainment of necessary documents recognizing the humanitarian status of the cargo. Logistics Cluster staff provided critical administrative support to partners for completing, processing and registering all paperwork required to obtain permission and arrange humanitarian cargo transportation.

The Logistics Cluster provided an essential forum for humanitarian actors through monthly coordination meetings, consolidating experience and information concerning operational limitations and constraints in-country and providing

updated information on cargo transportation procedures and information on the status of access and infrastructure. Partners were provided with up-to-date information materials, including situation updates, logistics capacity assessment information and various maps, including an access constraints map. This information was shared through the Logistics Cluster website [1] for partners' use when planning their logistics activities.

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

Operational Partnerships

The Logistics Cluster has consistently worked with non-government organisations (NGOs), international non-government organisations (INGOs) and United Nations agencies in the humanitarian logistics community. Logistics services have been made available through the Logistics Cluster for 12 national NGOs, 18 INGOs, ten United Nations agencies, the Red Cross and Red Crescent Movement; and of these, four United Nations' agencies: the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), International Organization for Migration (IOM), and the World Health Organisation (WHO), four INGOs: the Danish Refugee Council, Save the Children Fund, People in need, Fondation Humanitaire Internationale (AICM), and one local NGO: the Donetsk Development Center.

The Logistics Cluster has led regular coordination meetings, attended by humanitarian logistics staff, with the purpose of defining the logistics response strategy and outlining operational activities in response to common logistics needs identified by the meeting participants. The Logistics Cluster staff worked consistently to ensure that all participants could have a voice in strategic decision taking and operational planning.

Information gathering and sharing with all partners was facilitated by the Logistics Cluster's participation in inter-agency, security and coordination meetings; liaison with government and military counterparts allowed sharing information obtained within the humanitarian logistics community. The Logistics Cluster further arranged and participated in inter-agency meetings at field level with humanitarian agencies and with local governmental institutions.

In addition to its partnerships within the humanitarian logistics community, the Logistics Cluster productively engaged in discussions with the Ministry of Social Policy to facilitate movement of humanitarian cargo, liaised with the State Fiscal Service in support of the same objectives, worked with humanitarian Civil-Military Coordination (CIMIC) structures, and in the course of escorting convoys of humanitarian cargo, had regular interactions at checkpoints with military staff in the field. In the non-government controlled area (NGCA field locations, the Logistics Cluster, in close collaboration with the Office for the Coordination of Humanitarian Affairs (OCHA) facilitates the delivery of cargo for humanitarian actors, who are accountable for receiving permission to bring in the humanitarian cargo to NGCAs.

Active participation of the Logistics Cluster in different coordination meetings within the Humanitarian Country Team, regular liaison with government counterparts and requesting permissions from NGCA authorities were key to effective and successful deliveries of lifesaving humanitarian assistance, including humanitarian convoys to NGCAs.

These partnerships have been necessary for the effectiveness of humanitarian convoys escorted by Logistics Cluster staff, allowing the delivery of crucial humanitarian aid.

Performance Monitoring

The Logistics Cluster conducted three in-depth surveys to receive feedback from partners, in order to evaluate its operational efficiency in meeting the logistics needs on the ground. All the organisations which were engaged with the Logistics Cluster were offered the opportunity to provide feedback through online surveys.

Early in the year, a first survey was initiated along with the procedure of raising funds for the Logistics Cluster to continue its operation. The results of this survey showed that partners highly valued the services facilitated and coordinated by the Logistics Cluster: Among the survey participants, 82 percent expressed a strong need to receive support from the Logistics Cluster for cargo facilitation along with other logistics services.

In June, a Cluster Partners Performance Assessment was conducted in the framework of the Cluster Coordination Performing Monitoring (CCPM) exercise. The result of the survey highlighted that the strategic decisions taken by the Logistics Cluster about humanitarian response were mostly useful. Further, Logistics Cluster meetings and information management activities were found to have been of high value in identifying and discussing the logistics needs, gaps and response priorities of the humanitarian community.

A more in-depth survey was sent to 41 organisations in October, of which 17 organisations participated, half of which were non-government organisations (NGOs). The results of this survey were critical for determining if the Logistics Cluster should continue to operate in 2017. The data collected was used to assess the overall performance of the operation, its relevance and appropriateness in responding to identified and prioritized logistics needs on the ground. The survey showed that more than three quarters of respondents rated the services provided as excellent or very good - including acceptance of service request forms and follow-up, speed and efficiency of transportation services, speed and efficiency of storage services, provision and sharing of logistics information.

The survey further found that 64 percent of respondents expressed a need for the Logistics Cluster to continue its operation in 2017. The services provided by the Logistics Cluster which were perceived to have the most added value included: preparation of convoy documentation, information provision and coordination, and transportation services. During the preparation of the Humanitarian Response Plan (HRP) for 2017, the Logistics Cluster received strong support from United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), International Organisation for Migration (IOM) and other partners, in addition to a recommendation from the humanitarian country team to continue its operation in 2017, given the necessity and needs expressed by the humanitarian community.

Results/Outcomes

Overall, the Logistics Cluster was able to achieve its project plans. The key outcome of the Logistics Cluster activities has been the improved access for humanitarian actors to reach the conflict-affected population residing in non-government controlled areas (NGCAs) through the provision of free of charge logistics services and administrative support. These have included accompanying trucks, coordination and provision of convoy escorts through checkpoints, and assistance in customs requirements. During the facilitation of convoys, the crossing of the contact line between government-controlled areas (GCAs) and NGCAs was completed successfully while in accordance with administrative procedures thanks to an effective cooperation between the Logistics Cluster and the State Fiscal Service.

The Logistics Cluster provided logistical, informational and coordination services to 41 organisations. The Logistics Cluster facilitated cargo and provided assistance at the Ministry of Social Policy to obtain the clearance for cargo and provided relevant logistics information to these organisations. Some organisations which were not authorized to operate in NGCAs, and thus did not use Logistics Cluster' services, did however, participate in coordination meeting, in order to be updated on the current situation and procedures to follow, once transportation permission was granted to them. This accounts for the considerable over-achievement against target for the number of organisations which benefited from the services offered by the Logistics Cluster.

Compared to the previous year, access to the NGCAs slightly improved, therefore more organisations could send humanitarian cargo. Since the onset of the conflict, the presence of international humanitarian organisations increased as humanitarian needs grew. The Logistics Cluster and the United Nations agencies gradually improved coordination with local authorities which was key to enable humanitarian access. The Logistics Cluster was therefore able to facilitate a large number of convoys for the humanitarian community throughout the year.

The Logistics Cluster succeeded to facilitate the delivery of more than 5,054 mt and 10,310 m³ of shelter, WASH (water, sanitation and hygiene), education and food items to Donetsk and Luhansk in the NGCAs. These goods were used to rebuild the destroyed homes and to respond to the needs of the most conflict-affected population. The Logistics Cluster facilitated the transportation of double the cargo delivered in 2015, while significantly reducing foreseen costs. Reduced costs in transportation prices were secured through negotiations of the Logistics Cluster.

In order to ensure humanitarian assistance reaches affected populations in time, the Logistics Cluster provided coordination through meetings with partners in Kiev. Regular coordination meetings took place once a month, with additional meetings held on a needs basis, enabling partners to collaboratively address limitations and challenges in their logistics operations. For the Logistics Cluster, such a forum enabled smooth planning (avoiding bottlenecks) and ensured the continuous delivery of humanitarian assistance, especially during the cold winter months. In early September, priority was given to convoys with education items, such as school equipment, to prepare schools for the beginning of the school year.

When temperatures dropped in November, humanitarian organisations needed to send winterisation kits and shelter materials to the affected population to repair the damaged houses. The Logistics Cluster received numerous simultaneous requests and was able to mobilize the largest convoy of over 50 trucks, coordinated with other agencies, such as the International Committee of the Red Cross (ICRC) and Rinat Akhmetov Foundation to successfully deliver 1,860 m³ of humanitarian cargo from the GCA to Luhansk in NGCA.

The Logistics Cluster provided partners with information products by reporting about Logistics Cluster activities through regular updates published on the Logistics Cluster website. In 2016 there has been a demand for increased assessment and monitoring of the condition of roads and access points used to travel from GCA to NGCAs. The physical analysis of roads and provision of follow-up reports were made by the Logistics Cluster Donetsk team who had an access to the NGCA. These reports were made publicly available through the Logistics Cluster website, providing partners with consolidated information and updates on road constraints.

Generous donor contributions of 1.4 million USD ensured that the Logistics Cluster was fully funded. This enabled the Logistics Cluster to achieve greater results than expected and allowed humanitarian organisations to reach further to people in need of assistance.

Story worth telling: logistics saves lives

The delivery of humanitarian assistance was a challenging task for the Logistics Cluster. However, most of the challenges were overcome ensuring unimpeded delivery of humanitarian and relief assistance. The following provides examples of the challenges that the Logistics Cluster faced and overcame during the reporting period.

In spring, for a period of three months (mid-March through end of May), the majority of humanitarian actors who were delivering assistance to those in need through the Logistics Cluster, were denied access and permission to operate in non-government controlled areas (NGCAs) of Donetsk and Luhansk regions putting almost all transportation activities on hold during this period. Access was granted only at the beginning of June allowing logistics activities to resume. Despite the unpredictable situation, the Logistics Cluster remained relevant to the humanitarian community, mainly concentrating on planning, dissemination of information and soft negotiations through the United Nations system for humanitarian access.

Out of five existing crossing points between government controlled areas (GCAs) and NGCAs located at the contact line, only two could accommodate trucks, but even these were poorly suited to accommodate trucks to pass through. The most well-known crossing point in Novotroitske/Olenivka was frequently used for transporting commercial and humanitarian cargo. This crossing point has a dedicated parking facility which enables convoys to move aside for inspection without interfering with passengers crossing the contact line. Once the convoy has been moved to the parking facility, a thorough inspection is conducted by the State Fiscal Service and State Border Service staff who check the necessary documents supporting the cargo and permissions for truck drivers to enter. Once the cargo leaves the GCA, it is checked again, by local authorities in the NGCA. Based on all the conditions, regulations and on the capacity of checkpoints, in order to be processed within one day at the check point, it was determined that a convoy should not exceed 35 trucks.

As part of the winterization plan, the Logistics Cluster was requested to facilitate an inter-agency convoy of 54 trucks at the beginning of December. This plan was put in place to prepare households for the onset of the cold winter months by providing additional shelter materials during the winter season when the temperatures drop down to -20 degrees °C. The Logistics Cluster facilitated the delivery of over 1860 m³ of cargo mainly including roofing sheets, timber and rubberoid, to Luhansk in December. Together with 20 trucks from Rinat Akhmetov Foundation, a local non-governmental organization (NGO) providing humanitarian assistance to NGCAs, the convoy counted the record number of trucks passing during one day through Novotroitske checkpoint. Despite the onset of winter with harsh temperatures and road conditions, accompanied by continuous safety concerns, the Logistics Cluster team professionally dealt with checkpoint commanders and managed to process necessary documentation until the biggest convoy since the activation of the Logistics Cluster in Ukraine in February 2015 finally crossed the contact line to reach the NGCA.

One month earlier, in November, the Logistics Cluster facilitated another challenging convoy of medicine, for the United Nations Children's Fund (UNICEF), that required temperature control. The life-saving medicines were required to assist HIV patients and had to be delivered to medical facilities in the Eastern part of Ukraine. Most hospitals and health facilities in the area have been destroyed because of the conflict, or lack of resources to provide adequate healthcare. The warehouse in Dnipro is neither licensed for medicine storage nor can provide temperature controlled storage. As a temporary solution, the temperature controlled truck was provided for the purpose of storage at the warehouse in Dnipro before being moved to the NGCA, where, a few days later, the patients received their treatment.

Figures and Indicators

Data Notes

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Caption: The Logistics Cluster organized convoys in winter to transport crucial humanitarian aid to the conflict-affected population living in non-government controlled area.

Project Indicators

Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
SO1: Special Operation (Cluster)				
Cubic meters of cargo transported	m3	-	10,310	-
Number of cluster coordination meetings conducted	instance	12	13	108.3%
Number of humanitarian convoys facilitated	convoy	16	22	137.5%
Number of information management products produced and shared, including bulletins, maps, guidance documents, and other logistics information	item	18	29	161.1%
Number of organizations receiving services from the logistics cluster	partner organization	30	41	136.7%
Quantity (mt) of cargo transported	Mt	-	5,054	-