



SPECIAL OPERATION UKRAINE SO 200821
“Logistics Cluster Support to the Humanitarian Response in Ukraine”

Country:	Ukraine
Type of project:	Special Operation 200821
Title:	“Logistics Cluster Support to the Humanitarian Response in Ukraine”
Total cost (US\$):	US\$ 1,867,976
Duration:	6 months (1 March – 31 August 2015)

Executive Summary:

Due to ongoing instability and conflict in Ukraine since April 2014, areas primarily located in the Eastern part of the country have experienced a deteriorating humanitarian situation. Hundreds of thousands of Ukrainians have fled their homes and become increasingly vulnerable as the conflict intensifies and spreads. Much of the population located in the most affected districts of Donetsk and Luhansk are experiencing limited or no access to humanitarian aid and face security threats. Close to 5 million people live in the conflict zone and Non-Government-Controlled (NGC) areas. The lack of security continues to challenge humanitarian operations. The operating environment in the districts of Donetsk and Luhansk is volatile, with significant implications on the protection of civilians, aid workers, and on the assessment of needs and the delivery of assistance. Ongoing shelling has damaged critical infrastructure and hampers road access to deliver humanitarian assistance to people remaining in the conflict zone.

Based on a request from UN agencies and NGOs on the ground, the Logistics Cluster has been activated and requested to respond by strengthening the logistics set-up and staffing structure in Ukraine. This will provide the needed coordination and common logistics services required to ensure the efficient and timely delivery of humanitarian aid to the affected population in the conflict zone.

Project Background:

1. Since April 2014, Ukraine has experienced ongoing hostilities between armed groups and government forces. Heavy shelling and armed conflict has led to significant displacement of people. As of February 9, 2015, over one million IDPs have been registered by the Government of Ukraine. The population in the most affected areas, Donetsk and Luhansk, are in some areas experiencing limited or no access to humanitarian aid, including basic life-saving services, and face security threats. The violence in the Donetsk and Luhansk regions has increased in scale since May 2014. Government efforts to regain full control of the region intensified at the end of June, leading to considerable territorial gains and the recapture of key cities that had been under the control of armed groups since May. Close to 5 million people live in the conflict zone and non-Government held areas.
2. High-level attempts to broker a political resolution and agree on a lasting and mutually-observed ceasefire amongst the government, the Russian Federation, and armed groups

bore fruit on September 5, 2014, when a ceasefire agreement was signed in Minsk, Belarus. A nine-point memorandum was released on September 19, detailing the terms of the ceasefire. By 2015, the ceasefire had all but collapsed with the conflict being fought on several fronts. In mid-February, renewed talks (Germany, France, Ukraine, and Russia) were held in Minsk and by February 12, they had brokered a new ceasefire, which, among other agreements included new guarantees of humanitarian access. Already, at the time of drafting this narrative, there are signs this ceasefire may be rupturing, bringing with it the prospect of yet more human suffering, and a further spike in humanitarian need.

3. The Deputy Head of the Global Logistics Cluster was sent to Kyiv to assess the situation. In this assessment mission, a need to address existing logistics services and coordination gaps was identified and, as a consequence, the activation of the Logistics Cluster was recommended to the HCT.
4. On February 24, 2015, the Emergency Relief Coordinator activated the Logistics Cluster in Ukraine. The Logistics Cluster aims at coordinating humanitarian logistics in order to facilitate the delivery of life saving humanitarian assistance to the affected populations in Eastern Ukraine.
5. A Humanitarian Response Plan for Ukraine has been launched and following clusters were activated: Education (UNICEF); Emergency Shelter & NFIs (UNHCR); Food Security (WFP); Health (WHO) & Nutrition; Livelihoods / Early Recovery (UNDP); Protection (OHCHR / UNHCR); and WASH (UNICEF).
6. Due to severe disruption of logistics infrastructure and ongoing armed conflict, access to affected populations remains the main humanitarian obstacle.
7. Through this Special Operation, WFP, in its capacity as both a UN agency and lead agency for the Logistics Cluster, aims to facilitate the delivery of humanitarian assistance to the affected population by:
 - Providing coordination mechanisms and information management services, as well as a number of common logistics services, including facilitation of convoys, consolidation of inter-agency cargo, and limited common road transportation to enable the delivery of relief items, as required under the cluster approach;
8. This Special Operation will have an initial duration of six months and a total cost of US\$ 1,867,976.

Project Justification

9. In view of the present conflict in Ukraine and the increased requirements in humanitarian assistance for the population of Eastern Ukraine, it is urgently required to scale up and augment existing logistics capacity and coordination mechanisms to overcome the almost nonexistent access to the affected populations in the conflict zone.
10. A request from humanitarian actors and the HCT for Cluster Activation was made in the first week of February. In addition, an increasing number of various humanitarian

organizations have requested logistics, safety, and security support, and coordination services.

11. In particular, the humanitarian community has requested the Logistics Cluster to help coordinate and facilitate the movement and handling of supplies into the conflict zone, based on the priorities set by the Humanitarian Coordinator. In addition, a need was expressed by the humanitarian community to set up common temporary storage space on both sides of the conflict line. These services are initially on a free to user base.
12. As the humanitarian intervention in Ukraine currently scales up, with a high turn-over of staff and a high number of incoming new actors, who have limited familiarity with coordination mechanisms, a clear need for a strong and experienced logistics coordination actor – namely the Logistics Cluster – has been identified.

Project Objectives:

13. Through this SO, the objectives of the Logistics Cluster are to:
 - Provide Logistics Coordination and Information Management services to enhance predictability, timeliness and efficiency of the emergency response under the Cluster approach;
 - Support the HCT in its advocacy role / strategy to overcome logistics bottlenecks in order to access affected people in the conflict zone;
 - Coordinate interagency convoys to access the affected population, if and when needed; and
 - Facilitate consolidation of cargo and common transport and storage services on behalf of the humanitarian community to address key logistics constraints and to allow safer and coordinated access, if and as needed.

Project Implementation

14. This Special Operation will have an initial duration of 6 months. Given the rapidly evolving situation on the ground, the below implementation plan will be reviewed and revised as necessary. Details of the four SO components are as follows:

A. Logistics Coordination and Information Management

- This project will be implemented through the establishment of a Logistics Cluster Cell in Kyiv. This coordination cell will host Logistics Cluster meetings and liaise with other clusters and key national and international partners.
- An information management structure will be put in place to support the dissemination and sharing of key logistics information such as customs procedures, bulletins, GIS/Mapping tools and products, and specific maps related to logistics infrastructures. Furthermore, a dedicated operations page will be launched on the Logistics Cluster website.
- This information will be shared with humanitarian partners with the aim of supporting operational decision-making to improve the efficiency of the logistics response.
- Regular Logistics Cluster meetings will take place where discussion will focus on response efforts of humanitarian actors. In this forum, partners will have the

opportunity to share information on bottlenecks, constraints and ways to address gaps.

- Situation updates on access and infrastructure will be shared in a timely manner with the humanitarian actors to ensure efficient delivery objectives.
- The Logistics Cluster will monitor the situation on the ground and provide updates on Logistics Capacity Assessments. These assessments will be regularly shared with partners. The Logistics Cluster, in cooperation and coordination with OCHA and the HC, will work on advocacy to overcome logistics bottlenecks for humanitarian access to affected populations.

B. Convoy Coordination

- The Logistics Cluster will facilitate the coordination of humanitarian convoys to reach the affected population in Eastern Ukraine. This effort will be undertaken in close cooperation with UNDSS and OCHA.

C. Establishment of Staging Areas and Common Transport Services

- Temporary storage capacity and staging areas in Kharkiv, Dnipropetrovsk, and Donetsk will be established for the consolidation of cargo for convoys including handling, consolidating and tracking commodities via the Relief Item Tracking Application (RITA) for non-food items.
- As last resort solution, the Logistics Cluster will provide transportation to the humanitarian community through a fleet of 10 trucks (approximately 20 metric tons). These trucks are foreseen to enable convoy transportation.
- Humanitarian convoys will, when needed, be organized across the conflict line through a small truck fleet as last resort. The Logistics Cluster will establish humanitarian hubs with common storage for humanitarian actors. These storage locations will serve the aim to consolidate cargo for potential convoys.

D. IT and Communication

- The IT support to Logistics cluster activities include user support, IT infrastructure services at the potential warehouses, procurement and installation of IT and Telecom equipment. These activities will be handled by the IT Team at the country office in close coordination with the Regional IT Officer. Services will be procured from internal WFP resources (FITTEST), and, if needed, external commercial partners utilizing existing LTAs.

Project Cost and Benefits

15. This Special Operation has a total budget of US\$ 1,867,976.

16. This Special Operation will enable the humanitarian community operating in Eastern Ukraine to move larger quantities of humanitarian relief items to affected areas within conflict zones in a more reliable, safe and predictable way, as well as to facilitate communication and coordination, while preventing an overlap in response.

17. As the services under this Special Operation will be offered to humanitarian partners initially on a free to user basis, the cost savings made by partners will allow additional investment in projects for affected populations.

Project Management

18. The Logistics Cluster Coordinator will be the Project Manager and will be responsible for the implementation of the activities stated in the project. The Head of WFP operations in Ukraine or her/his delegate will be the funds manager for this Special Operation. The Finance Officer in Ukraine will be the Allotment Manager.
19. WFP project management and oversight will be provided by a dedicated team of competent, experienced logistics staff based in Ukraine. WFP will provide the necessary oversight and guidance for all contracting processes and ensure operational support is provided to the cluster in compliance with WFP rules and regulations. The Logistics Cluster Coordinator will manage all Cluster activities including liaising with partners and agencies utilizing the services of the Logistics Cluster.

Risk Management and Mitigation

20. A number of contextual, operational, and programmatic risk factors could impact the successful implementation of this Special Operation. Possible mitigation measures are also included below.
- A. Closure of roads dedicated for humanitarian access due to insecurity or political developments
This risk will be mitigated through:
- Maintenance of standby arrangements for alternative routes and close coordination with OCHA, UNDPSS, UN HCT, and other relevant authorities to intervene or resolve issues with the appropriate counterparts on behalf of the humanitarian community.
- B. Demands for common services exceed current forecasts
This risk will be mitigated through:
- Ability to scale up staffing through rosters and identification of surge capacity;
 - Availability of adequate storage facilities; and
 - Availability of prepositioned equipment to meet the needs of the humanitarian community.
- C. Customs / transit delays for the IT equipment arrival that might delay planned IT work
The risk will be mitigated through:
- Field assistance team to ship equipment on time and COs to start customs clearance procedures early.
 - Request the HC/RC to intervene / resolve the issue with appropriate authorities on behalf of the UN system.

D. Lack of funding

This risk will be mitigated through:

- Actively provide inputs in ongoing appeals and donor outreach materials and opportunities in the framework of the Humanitarian Response Plan (HRP)

Monitoring & Evaluation

21. Measurement of the value added by the SO activities will be conducted via the Standard Project Report (SPR) for 2015. A detailed Lessons Learned Mission will be conducted in order to ensure that best practices highlighted during the operation are compiled and carried over to future operations. This will ultimately allow for a faster, better tailored and more cost- effective response mechanism in future emergencies.
22. Operational reports will be provided at a minimum twice a month. This will ensure a documentation of the operation.
23. The Key Performance Indicators (KPIs) for this project include:
 - Organizations receiving services from the Logistics Cluster and responding to a survey rate service satisfaction as 80% or above;
 - On coordination, the Logistics Cluster will host a minimum of two coordination meetings per month for the first 90 days and a minimum of one coordination meeting for the remaining three months, based on needs;
 - On information management, the Logistics Cluster will create one dedicated webpage, and will update this with a minimum of 2 IM products per week for the first month, and a minimum of one IM product per week for the subsequent 5 months;
 - The Logistics Cluster will address a minimum of 75% of the total number of Service Requests (to be determined based on “Accepted” Service Request Forms in the RITA system) made by the humanitarian community for logistics services (Applicable only to Transport and/or Storage requests made by registered humanitarian organizations for services identified and endorsed by Logistics Cluster participants via a published Logistics Cluster Concept of Operations);
 - Number of storage facilities supplied to facilitate the consolidation and temporary storage of relief items for WFP and the international community. Target: 3; and
 - Number of trucks leased for transporting supplies for the humanitarian community: Target: 10.
24. The reports for this project include Monthly Logistics Cluster Reports and SitReps, Operational Overviews, and the end of year Standard Project Report (SPR).

RECOMMENDATION:

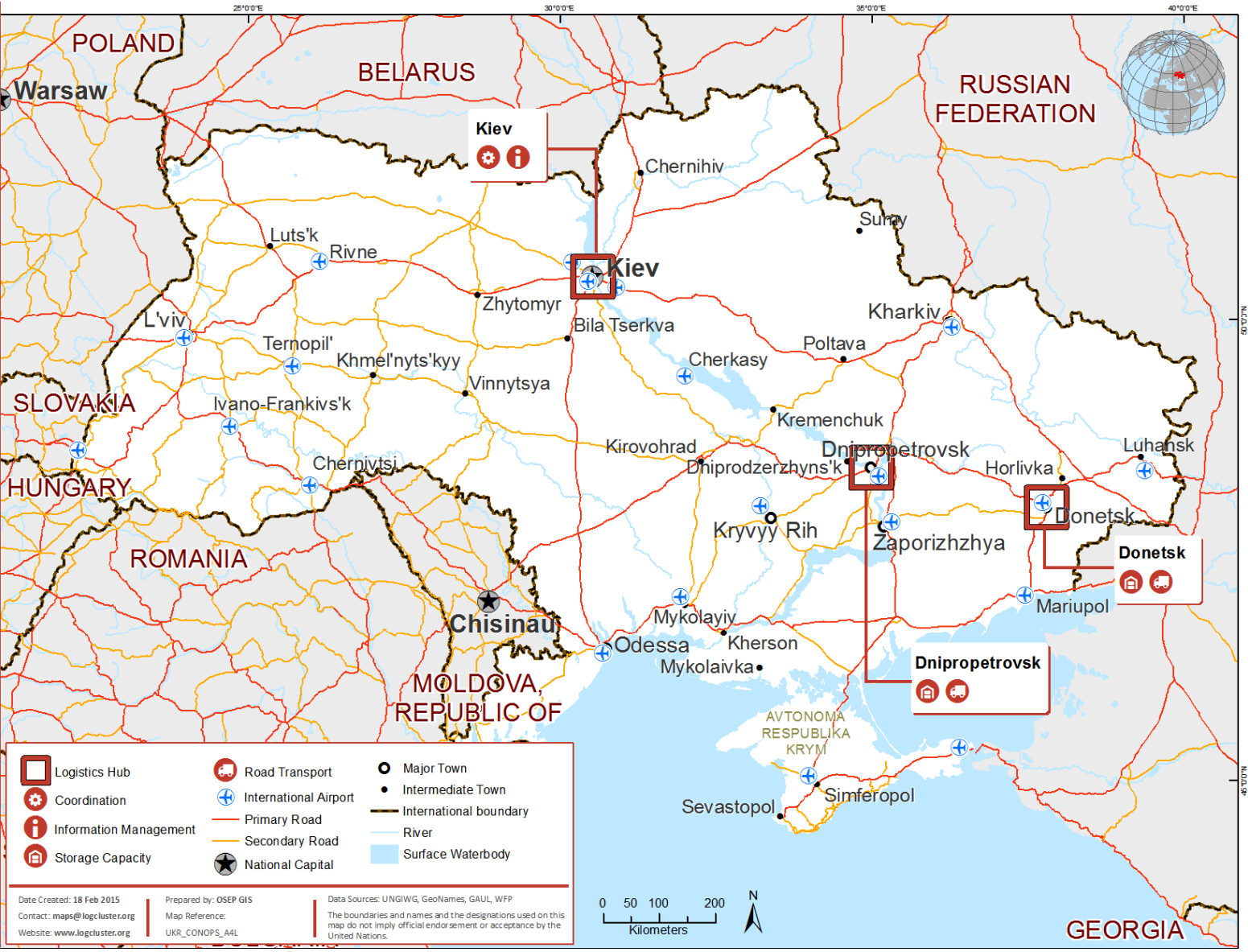
This Special Operation 200821 covering the period from 1 March to 31 August 2015 at a total cost to WFP of US\$ 1,867,976 is recommended for approval by the Deputy Executive Director and Chief Operating Officer, with the budget provided.

APPROVAL

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Jim Harvey
Chief of Staff

UKRAINE

Logistics Cluster Concept of Operations - 18 February 2015



Date Created: 18 Feb 2015
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Data Sources: UNGI/WG, GeoNames, GAUL, WFP
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