Background

The security situation in Ukraine has deteriorated rapidly following the launch of a Russian Federation military offensive on 24 February 2022. The armed violence has escalated across several oblasts (regions), including Kyivska oblast and the capital city of Kyiv, as well as in the eastern oblasts Donetska and Luhanska which were already affected by conflict. The expansion of the conflict is projected to deepen and expand humanitarian needs among millions of Ukrainians. It is also exacerbating human suffering in eastern Ukraine, an area which has already been exposed to eight years of armed conflict, isolation of communities, deteriorating infrastructure, multiple movement restrictions, high levels of landmine and unexploded ordnance-contamination, and the impact of COVID-19.

The intense military escalation has resulted in loss of life, injuries, and mass movement of civilian population throughout the country and to neighboring countries, as well as severe destruction and damage to civilian infrastructure and residential housing. The humanitarian community has prepared for and is rapidly adapting to the unfolding situation, based on the Inter-Agency Contingency Plan updated in early 2022 ahead of the onset of the crisis. As anticipated in a worst-case scenario, the violence has prompted a steep escalation in needs and a significant expansion of the areas in which humanitarian assistance is required.

To support responding humanitarian organizations in their delivery of assistance to affected populations, the IASC Cluster Approach was activated in Ukraine for Logistics on 28 February 2022, by the IASC Emergency Directors Group (EDG).

Logistics Gaps and Bottlenecks

The broad security concerns challenge the planning and implementation of humanitarian response activities, and the operating environment in the whole of Ukraine remains highly volatile. Further, the sudden and continuing displacement of people and rapid scale-up of humanitarian interventions (both in terms of the volume of assistance, and the geographic extent of operations) have placed significant strain on existing public and private logistics support services and infrastructure, as well as the logistics support capacities of responding organizations both within Ukraine and along its’ borders.

While Ukraine has well-established road, sea and air transport networks and infrastructure, recent military activities have resulted in the closure of all airports, seaports and border crossings for commercial goods. Shipping lines have suspended their services from the country and diverted their vessels to other Black Sea Ports until further notice. Other Black Sea ports in Romania, Bulgaria and Russia are still open and operational for all sea transport modalities.

The private/commercial logistics sector is well developed in Ukraine; warehouse facilities, transport capacities, as well as professionalized logistics services, have been generally available throughout the country. However, supply chain disruptions and increases in global fuel prices are expected as a result of the conflict; this may lead to further rises in logistics service costs in an already inflated market. It should also be noted that all reservists were called upon, which will take away some of the logistics capacity and assets otherwise available; this might impact available transport deliveries, including local procurement.

1 Background as summarized in the “Ukraine Flash Appeal 2022”.
2 The IASC Cluster Approach has been active in Ukraine for other technical areas prior to the current escalation in the conflict; as of 28 February 2022 the CIASC Cluster Approach in Ukraine is activated for: the programmatic technical areas of Education, Food Security, Health, Nutrition, Shelter, as well as Water Sanitation & Hygiene (WASH); the cross-cutting technical area of Protection; and, the service technical areas of Emergency Telecommunications and Logistics.
The main logistics gaps and/or bottlenecks affecting, or anticipated to impact, humanitarian aid delivery by responding organizations include:

- The volatile security situation in Ukraine is creating difficulties for planning and executing aid delivery, including the forward movement and staging of the humanitarian cargo (i.e. aid material and support equipment) needed. Further, as the conflict continues the needs for aid delivery will evolve, and both mounting damage to infrastructure as well as additional limitations of logistics capacity are expected.
- The quantity of incoming humanitarian cargo required to meet the needs of the affected population, and an increase in the number of organizations involved are straining existing logistics capacity. Further, as these organizations become more established a significant increase in demand for commodity transport and warehousing at various levels of the supply-chain is expected.

**Objectives**

In line with the Humanitarian Response Plan (HRP), driven by the Humanitarian Country Team (HCT), and in support of the expanding humanitarian response in Ukraine, the Ukraine Logistics Cluster Support Team will work with responding humanitarian organizations to deliver on the following objectives, with the aim of supporting the uninterrupted delivery of humanitarian assistance inside Ukraine:

1. **Coordinated Planning & Advocacy** – leveraging the logistics knowledge and expertise of responding humanitarian organizations to jointly evaluate the operational situation, continuously assess gaps and bottlenecks, and adjust the response as needed; convening logistics focal points from responding humanitarian organizations to develop relevant common inputs for inter-agency and/or inter-sectoral initiatives (i.e. deconfliction, “humanitarian corridors”, customs clearances and other legal/status issues for responding organizations, etcetera).

2. **Common Operational Understanding** – consolidating and sharing relevant information available from responding humanitarian organizations, as well as public and private sources to increase operational awareness; and, monitoring and reporting on support activities available through the Ukraine Logistics Cluster to ensure responding humanitarian organizations have easy and un-impeded access to such support.

3. **Capacity Augmentation** – facilitating responding humanitarian organizations’ access to common temporary storage and/or transport services to overcome common logistics gaps and/or bottlenecks; and, making dedicated and specific technical expertise in critical areas of logistics operations available as needed.
Planned Activities

The following range of activities are not intended to replace the logistics capacities of individual agencies or organizations, but rather to bridge identified gaps in the humanitarian relief-materials supply chain and supplement the response of the humanitarian organizations delivering assistance through the provision of logistics coordination, information management and common services in, and into Ukraine.

1. Coordination

The following coordination activities will be undertaken by the Ukraine Logistics Cluster Support Team (based out of Lviv and Dnipro in Ukraine, Krakow in Poland, and Bucharest in Romania) to strengthen the humanitarian logistics response and minimize duplication of efforts:

**IN UKRAINE**

- Facilitate logistics coordination across responding humanitarian organizations, driven by the Humanitarian Response Plan and the priorities laid out by the Humanitarian Country Team (HCT); including formulating recommendations to support the HCT’s strategic decision-making.
- Facilitate logistics coordination with national stakeholders and counterparts, as well as the relevant inter-governmental and inter-agency coordination mechanisms (i.e. the European Union Civil Protection Mechanism, the Inter-Cluster Coordination Group, etcetera).
- Advocate on behalf of responding humanitarian organizations, in close cooperation with the relevant stakeholders, for simplification and streamlining of processes/procedural requirements for the movement of humanitarian cargo (i.e. customs clearance, deconfliction, etcetera).

**OUTSIDE UKRAINE (in neighboring countries)**

- Facilitate logistics coordination with UNHCR – as the lead agency for the Regional Refugee Response – to avoid duplication of efforts, and ensure streamlined coordination and communication for and with responding humanitarian organizations.
- Facilitate logistics coordination across those responding humanitarian organizations that have humanitarian cargo in the respective neighboring countries on route to Ukraine.

2. Information Management

The following information management services will be undertaken by the Ukraine Logistics Cluster Support Team to support the operations and decision-making of responding humanitarian organizations:

- Collect, consolidate and share information about the operating environment including, but not limited to information on: logistics support services and facilities (public, private, Cluster-managed, and other); processes/procedural requirements for the movement of humanitarian cargo; the upstream humanitarian cargo pipeline, where available; the general status of the humanitarian logistics response (i.e. physical access constraints and other challenges for cargo movement).
- Administer an ecosystem of information management tools and system, made available for the use of responding humanitarian organizations to coordinate with each other and to support their operation decision-making (i.e. logcluster.org, dica.logcluster.org, logie.logcluster.org, etcetera).
3. Logistics Common Services

The “Common Logistics Services” provided under the Cluster Approach are not intended to replace the logistics capacities of the responding humanitarian organizations, but rather to fill identified gaps in overall capacity and/or to overcome significant common bottlenecks in humanitarian cargo movement. Access to Common Logistics Services will be managed through the Ukraine Logistics Cluster Support Team, and facilitated on a temporary basis (where security and funding permit, and where these gaps and/or bottlenecks limit the ability of responding humanitarian organizations to meet the needs of the affected population). The Common Logistics Services are provided by responding humanitarian organizations who have made a commitment to support the implementation of the Cluster Approach for Logistics in Ukraine.

The following common services will be adapted and revised as the situation unfolds and further assessment results become available.

IN UKRAINE – Temporary Storage
- “Cargo Consolidation Hubs” in: Chernivtsi; and Lviv.
- “Forward Logistics Bases” in: Dnipro; Kyiv; and Vinnytsya (TBC).
  NOTE: “Forward Logistics Bases” - not yet operational - are planned in: Bila Tserkva (~2000m²); Donetsk (~2000m²); Kharkiv (~500m²); Luhansk (~500m²); Lutsk (~500m²); Mariupol (~2000m²); Mulkachevo (~500m²); Odessa (~2000m²); Poltova (~500m²); Pryluky (~500m²); Sumy (~500m²).

IN UKRAINE – Road Transport
- Road transport between Cluster-managed temporary storage facilities.
- Road transport, where possible³, out from Cluster-managed temporary storage facilities in Chernivtsi, Dnipro, Kyiv and Lviv (for purposes of cargo collection and/or delivery).
  NOTE: Road transport - not yet operational - is planned from cluster-managed temporary storage facilities, also not yet operational in: Bila Tserkva, Lutsk, Mulkachevo, Odessa, Poltova, and Pryluky.

OUTSIDE UKRAINE (in neighboring countries) – Temporary Storage
- “Cargo Staging Areas” in: Lublin; and Rzeszow (bonded space available).

OUTSIDE UKRAINE (in neighboring countries) – Road Transport
- Road transport between Cluster-managed temporary storage facilities within a neighboring country (i.e. between facilities in Poland, not from Poland to Slovakia/Hungary/etcetera).
- Road transport, where possible, from “Cargo Staging Areas” into Cluster-managed temporary storage facilities within Ukraine.

Additional temporary storage facilities and/or transport capacity may be made available as needed and security/access permitting.

---

³ Transport in some areas of Ukraine will be subject to external factors, including compliance with agreed inter-agency deconfliction processes and other procedural requirements; the Ukraine Logistics Cluster Support Team and any Transport Service Provider (WFP only, at time of publication) will ensure necessary coordination with relevant Service Users and these mechanisms to ensure humanitarian cargo delivery.
This Concept of Operations is a live document, and the activities will be adapted and revised as the situation unfolds and further assessment results become available, including the possible provision of additional logistics common services as required by the humanitarian community.