



World Food Programme
Programme Alimentaire Mondial
Programa Mundial de Alimentos
برنامج الأغذية العالمي

Executive Board
Annual session
Rome, 23–26 June 2025

Distribution: General

Agenda item 7

Date: 22 May 2025

WFP/EB.A/2025/7-G/4/Rev.1

Original: English

Oversight functions

For decision

Executive Board documents are available on WFP's website (<https://executiveboard.wfp.org>).

Summary report on the corporate emergency evaluation of WFP's response in Ukraine

Executive summary

The corporate emergency evaluation of WFP's response in Ukraine aimed to provide evaluation evidence and accountability for results to WFP stakeholders and enhance learning about WFP's performance in complex emergencies.

The evaluation, which was conducted between January 2024 and January 2025, assessed WFP's efforts to meet the needs of the most food-insecure people and its adherence to humanitarian principles; its strategic positioning in the humanitarian landscape; its contribution to the emergency response; and its efficiency in implementation. The evaluation also highlighted innovations made and lessons learned during WFP's response to the Ukraine crisis. The evaluation employed a theory-based, mixed-methods approach.

The evaluation concluded that despite difficult circumstances, WFP had swiftly executed a large-scale response, which highlighted its comparative advantages in emergency response, including its ability to scale up swiftly and effectively. It successfully contributed to beneficiary food security in Ukraine, sharpening its targeting over time, although there is room for further improvement. Given the uncertain situation, WFP's agility remains vital to Ukraine's humanitarian efforts. WFP prioritized taking a principled humanitarian approach, but an earlier and clearer acknowledgment of the trade-offs and compromises necessitated by the circumstances would have been beneficial.

In line with WFP evaluation policy (2022) (WFP/EB.1/2022/4-C), to respect the integrity and independence of evaluation findings the editing of this report has been limited and as a result some of the language in it may not be fully consistent with the World Food Programme's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.

Focal points:

Ms A.-C. Luzot
Director of Evaluation
email: anneclaire.luzot@wfp.org

Ms A. Chambel
Senior Evaluation Officer
Email: alexandra.chambel@wfp.org

WFP played a major role in coordinating the response and providing common services, although tensions arose over the coordination of multi-purpose cash assistance. While WFP demonstrated a commitment to inclusion and protection, there was insufficient attention to adapting programmes to the needs of women and men, mainstreaming efforts to address gender inequality and extending beneficiary participation in core programming decisions.

Ukraine's uncertain future has implications for WFP's ability to adjust ongoing interventions, pursue innovative opportunities and plan for transition and exit. Furthermore, stronger evidence is crucial for fundraising, with existing monitoring and reporting systems facing challenges in consistently and compellingly demonstrating results.

The evaluation makes five recommendations to WFP: draw on the lessons learned in Ukraine to strengthen preparedness for future corporate emergencies; utilize existing global engagement platforms to strengthen coordinated approaches to the provision of food assistance; enhance the relevance and utility of its assessment, targeting and measurement of results in Ukraine; explore and develop support for early recovery alongside a primary focus on emergency assistance; and adapt its programme to facilitate transition and exit from Ukraine at an appropriate time.

Draft decision*

The Board takes note of the summary report on the corporate emergency evaluation of WFP's response in Ukraine (WFP/EB.A/2025/7-G/4/Rev.1) and the management response (WFP/EB.A/2025/7-G/4/Add.1).

* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

Introduction

Evaluation features

1. The corporate emergency evaluation of WFP's response in Ukraine aimed to provide evidence and learning on the performance of WFP in the emergency response in Ukraine during the period 2022–2024, as well as accountability for results to stakeholders. The evaluation covered crisis preparedness and contingency planning as well as subsequent WFP interventions in Ukraine from the start of the war in February 2022, including the limited emergency operation (LEO) that was implemented from February to December 2022¹ and the subsequent transitional interim country strategic plan (T-ICSP) for 2023–2024.
2. The evaluation employed a theory-based, mixed-methods approach, incorporating monitoring data, a comprehensive literature review, semi-structured interviews, focus group discussions with beneficiaries and site visits. Gender and inclusion considerations were systematically integrated throughout the evaluation process. Data collection was conducted in Ukraine in May 2024, followed by debriefing sessions. In January 2025, a stakeholder workshop was held in Kyiv to review the key insights of the evaluation and refine the draft recommendations. Ethical standards were rigorously upheld to safeguard the dignity of all consulted stakeholders and the confidentiality of their input.
3. The main intended users of the evaluation are the WFP country office in Ukraine, the for the Middle East, Northern Africa and Eastern Europe Regional Office, senior management and relevant technical units at headquarters, the WFP Executive Board, donors, members of the United Nations country team, cooperating partners and beneficiaries.

Context

4. Over the last decade Ukraine has experienced escalations in civil unrest and conflict. In March 2014, the Russian Federation took control of the Autonomous Republic of Crimea, while the Ukrainian authorities lost control of major parts of the Donetsk and Luhansk regions after protracted fighting against separatist groups in these areas.²
5. On 24 February 2022, the Russian Federation invaded Ukraine, which led to a full-scale war.

¹ Recognizing the large-scale flow of refugees from Ukraine, the first budget revision of the LEO, in March 2023, added assistance for Ukrainian refugees in Hungary, Poland, the Republic of Moldova, Romania, Slovakia and other countries in addition to those in Ukraine itself. However, it quickly became apparent that most refugees abroad received adequate support from host governments, and the vision was revised to focus support on war-affected internally displaced persons in Ukraine. A separate LEO was developed to support refugees in the Republic of Moldova.

² WFP. 2014. *Emergency Operation Ukraine 200765*.

6. Following the escalation of the conflict the number of people estimated to need assistance surged to 14.6 million in 2024, with 7.3 million in need of food assistance.³ Highly vulnerable people included those living close to the frontlines or along Ukraine's border with the Russian Federation, families with at least one member with disability, returnees and displaced persons. In 2024 the number of internally displaced persons was estimated at 3,665,000,⁴ while the number of refugees reached 6,906,500 in 2025.⁵ Prior to the war, Ukraine benefitted from a diversified economy, with major mining, manufacturing, agriculture and information technology sectors. In 2022 Ukraine's gross domestic product fell by 29 percent.⁶

WFP's emergency response

7. WFP was operationally present in Ukraine from 2014 until it closed its country office in 2018. As tensions between Ukraine and the Russian Federation increased in 2021, WFP conducted scoping missions in Ukraine in May 2021 and early February 2022 to assess Ukraine's humanitarian response capacity.
8. In February 2022, as the war escalated, WFP launched a LEO, initially planned to last three months⁷ and comprising two strategic outcomes focusing on crisis response. The LEO was originally based on a needs-based plan budget of USD 49,998,846, targeting 200,000 beneficiaries.
9. The LEO was subsequently revised through four budget revisions that extended its duration to December 2022, increased the needs-based plan budget to USD 1,946,462,396 and expanded the planned number of beneficiaries to 4.7 million.
10. In January 2023, as the war continued, WFP put in place a T-ICSP initially planned to last from January 2023 to June 2024, with a needs-based plan budget amounting to USD 1,904,078,061 and 4.9 million planned beneficiaries. The T-ICSP had three outcomes, two relating to crisis response (T-ICSP outcomes 1 and 3) and one to resilience building (T-ICSP outcome 2).
11. The T-ICSP and its budget underwent two revisions that extended its duration to December 2024⁸ and adjusted the number of planned beneficiaries, with a final needs-based plan budget amounting to USD 2.07 billion and 4.8 million planned beneficiaries (see figure 1).⁹

³ United Nations Office for the Coordination of Humanitarian Affairs. 2023. *Humanitarian Needs and Response Plan: Ukraine*.

⁴ International Organization for Migration. *Displacement Tracking Matrix*. Consulted on 4 December 2024.

⁵ Office of the United Nations High Commissioner for Refugees. *Operational Data Portal: Ukrainian Refugee Situation*. Consulted on 19 February 2025.

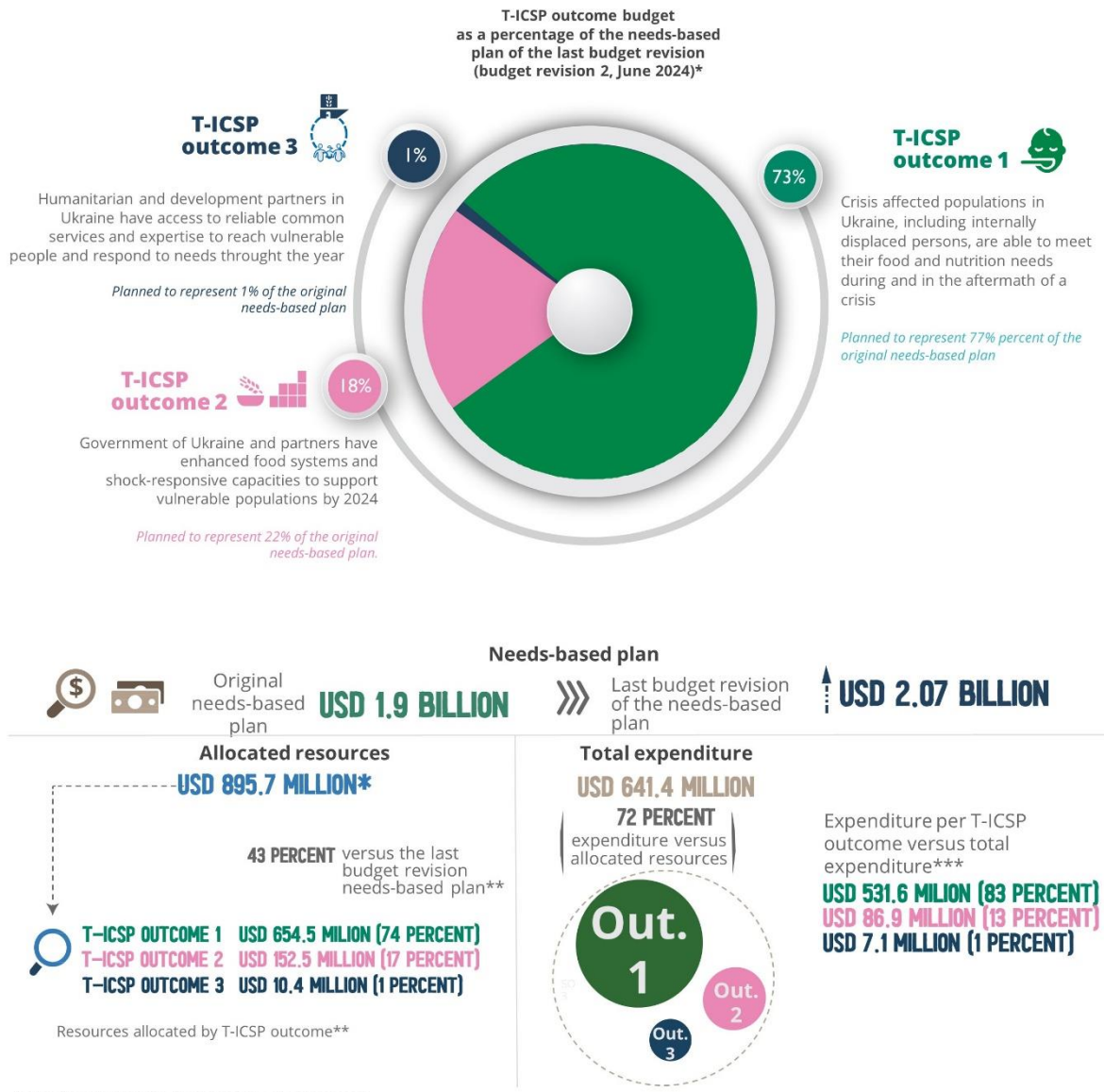
⁶ World Bank. *GDP growth (annual %) - Ukraine*. Consulted on 4 July 2024.

⁷ The LEO focused on two strategic outcomes: ensuring access to food for crisis-affected populations through a combination of cash-based and in-kind modalities; and enhancing the broader humanitarian response through support to logistics coordination and emergency telecommunications, as well as on-demand services.

⁸ WFP. 2023. *Crisis response revision of Ukraine transitional interim country strategic plan (January 2023–June 2024) and corresponding budget increase*.

⁹ WFP. 2024. *Ukraine transitional interim country strategic plan revision, budget revision 2*.

**Figure 1: Ukraine transitional interim country strategic plan (2023–2024)
T-ICSP outcomes, budget and expenditures**



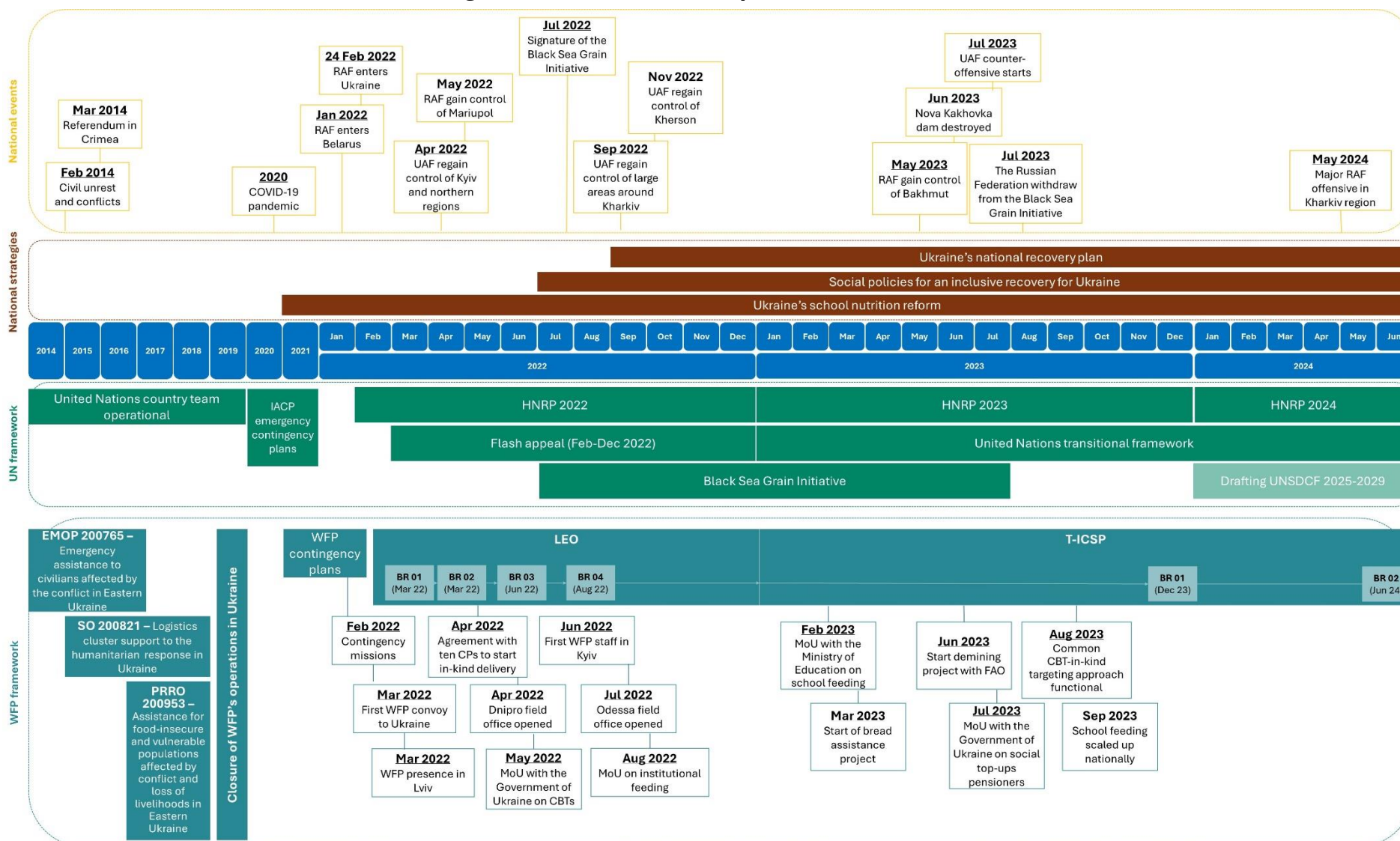
* Excluding direct and indirect support costs (8 percent)
 ** Excluding direct and indirect support costs (8 percent)
 *** Excluding direct and indirect support costs (2.4 percent)

Note: Data extracted on 30 June 2024. (Percentages by outcome do not include direct and indirect support costs.)
 Sources: Revision 2 of the Ukraine T-ICSP and its budget (June 2024).

- The United States of America was the largest donor to WFP operations in Ukraine during the period under review, providing 48.3 percent of the total funding received for the LEO and 41.2 percent of that received for the T-ICSP.¹⁰ Figure 2 summarizes the evolution of WFP operations in Ukraine and key events.

¹⁰ WFP. 2023. LEO resource situation report; WFP. 2024. T-ICSP resource situation report (internal reports).

Figure 2: Timeline of WFP operations since 2014



Abbreviations: BR = budget revision; COVID-19 = coronavirus disease 2019; CPs = cooperating partners; EMOP = emergency operation; HNRP = humanitarian needs and response plan; IACP = Inter-Agency Contingency Plan; PRRO = protracted relief and recovery operation; RAF = Russian Armed Forces; SO = special operation; UAF = Ukrainian Armed Forces; UNSDCF = United Nations sustainable development cooperation framework.

Summary of key conclusions and insights from the evaluation

1. Despite very challenging circumstances, WFP rapidly implemented a large-scale response, demonstrating a unique comparative advantage – although key lessons emerged on improving preparedness for and response to future crises. Given the ongoing war and uncertain situation, WFP’s flexibility and capacity to scale up rapidly remain critical to the humanitarian response in Ukraine.

13. The evaluation found that even though WFP had not been present in Ukraine since 2018, the organization demonstrated remarkable speed and effectiveness in scaling up its operations under emergency conditions in 2022. It swiftly established logistical and supply chain capabilities, enabling large-scale food assistance deliveries less than two months after the start of the war. The evaluation found that WFP’s operational effectiveness was particularly commendable given circumstances that made it extremely challenging to prepare for and implement a humanitarian response amid a rapidly evolving conflict, large-scale displacement and shifting access conditions.
14. To support preparedness, WFP conducted a number of emergency preparedness missions prior to the outbreak of hostilities, which effectively lay the groundwork for its later operational response. However, the scale, speed, severity and complexity of the crisis surpassed WFP’s preparedness efforts – as they did for the humanitarian system more broadly. A swifter elevation of Ukraine as a country of greater concern in WFP’s corporate alert system might have saved valuable weeks early in the mobilization of WFP’s response.
15. WFP, with key partners, played an important role in assessing crisis-related food security needs in a timely way, amid a chaotic situation. This analysis underpinned a nimble strategic response, with WFP adopting a succession of important and appropriate shifts in its approach to adapt to evolving circumstances. WFP also facilitated the system-level humanitarian response through significant contributions to security assessments and access and the rapid establishment of common services. Nonetheless, the relatively moderate nature of food insecurity in Ukraine raised questions about whether the scale of the response was justified compared with other global crises.
16. The evaluation found that WFP had mobilized its resources well to respond quickly to the emerging crisis and compensate for its lack of presence in Ukraine. The “whole of house” approach adopted – mobilizing resources, expertise and staff capacities from across the organization from the outset – supported rapid scale-up. However, the unusually significant role of WFP headquarters in the initial phase of the response, particularly in relation to supply chain functions, both supported scale-up and hindered operations. For example, corporate systems were not set up to enable headquarters to lead procurement on behalf of the country office.
17. WFP’s “no regrets” approach facilitated quick decision making, for example by simplifying procedures, but was inconsistently understood and applied across the organization, resulting in considerable post-hoc administrative work, for example to document decisions and activities.
18. Rapid and extensive corporate-led surge staffing was critical to the initial response, but it was particularly challenging because WFP had to build a country office from scratch, with no existing presence or national staff roster available, as a result of which it took considerable time to build a full complement of national staff. The evaluation notes important lessons on striking the appropriate balance in the deployment of strategic and administrative staff during the surge phase, ensuring that surge deployments consistently support operations without adding to country office workload.

19. The lapse of the basic agreement with the Government of Ukraine after WFP's exit from the country in 2018 also created challenges, particularly given the ongoing conflict. The evaluation reports that the absence of this agreement led to considerable administrative delays and bureaucratic hurdles.
20. Although WFP was able to swiftly scale up its operations, delays in receiving official approvals delayed the start-up of school feeding activities and social assistance top-ups. The planning and initiation of livelihood recovery activities was also slower than beneficiaries desired. Once activities began, however, delays in delivering outputs were unusual.
21. The evaluation concludes that WFP continues to hold a unique comparative advantage in delivering emergency response in Ukraine rapidly and at scale given its resources and expertise. In particular, given the ongoing war, WFP's capacity to rapidly scale its logistical capacity in response to possible further escalations of displacement and emergency needs remains critical to the humanitarian mission in the country.

2. Corporate monitoring and reporting systems struggled to present compelling evidence of results. The core food security indicators were not sufficiently sensitive given the circumstances and made WFP's contribution to food security hard to demonstrate. However, evidence of results for food security and nutrition was starting to emerge.

22. Corporate outcome indicators had limited explanatory power in isolating the contribution of WFP assistance to food security outcomes in Ukraine. It was therefore challenging for the evaluation team to demonstrate a strong link between WFP assistance and changes in the food security status of beneficiaries given the relatively modest rates of severe food insecurity at the baseline and the large number of overlapping response actors including humanitarian, government, private and other sources of assistance.
23. WFP narratives on the benefits of activities went beyond short-term objectives of improving food consumption and associated benefits, including improvements in food systems, employment, institutional support and bridging to livelihood support and recovery. However, there was little attempt to define targets for these various outcomes or monitor progress towards their achievement. Nonetheless, some key results were highlighted by the evaluation:
 - In-kind and cash transfers for households plausibly contributed to improvements in the food security of beneficiaries, although it was challenging to isolate WFP's specific contributions to outcome-level results. The outcomes associated with institutional feeding programmes, while not monitored, plausibly helped to ease the pressure on the government budget.
 - For school feeding, WFP made limited progress against quantitative distribution targets due to unanticipated delays and constraints, many of which were outside its direct control. There is early evidence of positive perceptions of the benefits among beneficiaries, including increased school attendance, improved quality of meals and alleviation of the time pressure faced by parents.
 - WFP's approach to topping up social benefits has been strongly welcomed by the Government. Relevant activities were not only aimed at tackling food insecurity, and early results on intended sectoral benefits related to food security and nutrition from the top-ups were promising; nevertheless, conclusive trends had yet to emerge. The strengthening of the national social protection system could plausibly facilitate emergency response operations for affected populations by both government and international partners".

3. The advantages of using a cash transfer modality across various response activities were only partially realized. Understanding the full range of factors that contributed to the results in this area could help to promote more appropriate use of modalities in future crises.

24. The evaluation found that despite WFP's efforts to respond to the needs of beneficiaries, transfer modalities used were not always fully aligned with the operating environment and beneficiary needs and preferences.
25. There was strong evidence from an early point in the crisis that a cash-based response was broadly appropriate for the setting, that it was well aligned with beneficiary preferences and that it would facilitate a potential transition from crisis assistance to government-led social transfers, which were successfully distributed in cash across the country, including frontline areas.
26. Despite this evidence, however, most WFP assistance was in-kind. Reasons included logistical ease, for example the absence of a requirement for the detailed registration information needed to enable cash transfers, and the avoidance of long lead times in setting up cash top-ups for pensions and disability grants.
27. The evaluation reports that the use of in-kind transfers was justified where markets failed due to the war but also notes that markets proved to be resilient and were often reestablished rapidly where they were disrupted. Thus, it might have been appropriate for WFP to make greater use of cash assistance. Moreover, challenges emerged in ensuring that food aid did not negatively affect local food systems and in adapting in-kind rations to meet local preferences.
28. At the same time the evaluation notes that WFP has not yet fully developed the potential of cash transfers to go beyond meeting short-term consumption needs and help households reestablish their livelihoods.

4. WFP was conscious of minimizing perceptions of the politicization of humanitarian assistance and advocated the adoption of a principled humanitarian approach. At the same time a more explicit and earlier acknowledgement of the specific trade-offs and compromises necessitated by the circumstances would have been helpful.

29. The complex situation in Ukraine, involving an international armed conflict in which several major WFP donors have also provided political and military support to the Government, raised concerns about the perception of humanitarian aid being influenced by political dynamics. At the country level WFP navigated these sensitivities by maintaining a strong focus on upholding humanitarian principles across its operations.
30. The evaluation found that WFP's Ukraine country office actively sought to promote a neutral, impartial and operationally independent response, for example by trying to identify and respond to the needs of populations at high risk across the country, although some geographic areas remained inaccessible. There was overall strong attention to the selection and training of partners to promote a neutral and impartial response, while food security assessments sought to ensure a fully needs-based response where WFP had access.
31. The politically sensitive situation in Ukraine, however, sparked tension between principles that required trade-offs and compromises by WFP. For example, although WFP manifested a deep concern for impartiality, neutrality and independence in the selection and training of cooperating partners, its ability to remain neutral throughout its operations was challenged by the lack of Ukrainian non-governmental organizations (NGOs) and civil society or volunteer groups with sufficient familiarity or experience with humanitarian action and hence its fundamental principles.

32. Similarly, WFP engagement with national authorities, for example on social protection, while operationally appropriate, risked creating the perception that the United Nations was not impartial. Moreover, the humanitarian principles, and the anticipated key trade-offs and compromises necessitated by context-specific tensions between them, were not explicitly adapted in Ukraine-specific programmatic guidance; the evaluation identifies this as a missed opportunity.
33. The evaluation notes that the potential consequences of the level of support given to Ukraine by resource partners relative to other global crises were not clearly considered at the corporate level. The implications for global equity were not explicitly monitored, nor was effort made to advocate a more impartial spread of donor resources among competing global crises.

5. WFP contributed to leading coordination efforts and forged important partnerships that were key contributors to an effective humanitarian response. However, significant gaps in the coordination system remained and WFP maintained a degree of independence from coordination on the use of multipurpose cash assistance.

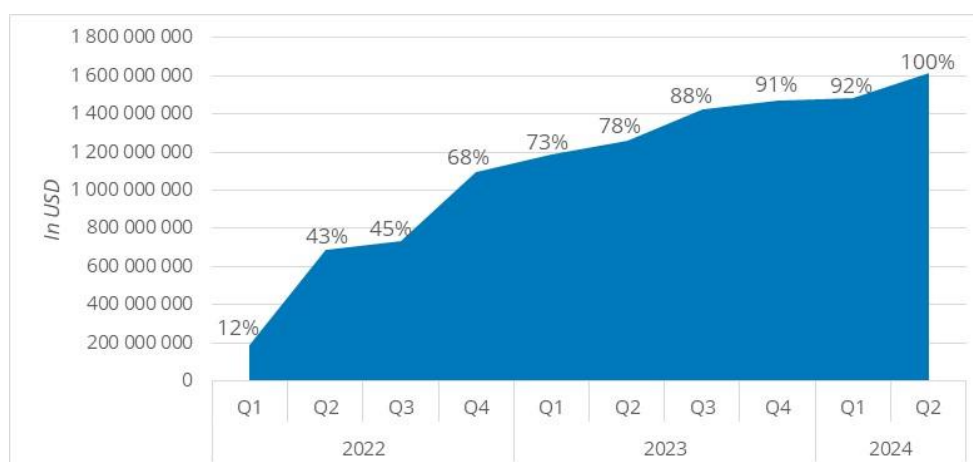
34. The evaluation found strong and effective partnerships spanning WFP stakeholder groups, including the Government (to support institutional feeding, school feeding and social transfer top-ups), other United Nations entities (with the United Nations Population Fund and the Food and Agriculture Organization of the United Nations (FAO) providing examples of good practice), private sector partners, and international NGOs and civil society groups. Such partnerships supported operational effectiveness by facilitating the direct delivery of assistance, enabling collaborative assessments, enhancing alignment with national systems and enabling WFP to leverage complementary skills.
35. Regarding United Nations partnerships, WFP made important contributions to United Nations strategy, coordination and the provision of common services in Ukraine, which the evaluation found as particularly creditworthy given that WFP only reestablished its presence in the country in 2022. WFP not only led key clusters but also took up a leading role in other cluster coordination mechanisms, for example introducing Building Blocks as a tool for the coordination of multipurpose cash assistance under the umbrella of the cash working group. This proved a model of good practice that reduced unintended overlaps in multipurpose cash assistance and led to significant cost savings.
36. Challenges included the emergence of several non-traditional, large-scale food security actors, some of whom operated outside the established coordination framework rather than engaging more deeply with stakeholders in the analysis process, which could have enhanced collective understanding.
37. WFP decisions on the coverage of crisis assistance were evidence-based and mostly coordinated with humanitarian partners. However, despite targeting approaches becoming more tailored over time, the evaluation found evidence of overlaps and oversupply of food assistance. Contributory factors included limited coordination between the established humanitarian actors and the Government, and new large-scale food providers who did not participate in established coordination frameworks. Other missed coordination opportunities included the failure to adopt a single, coordinated community feedback mechanism and to work towards better harmonized registration systems and targeting criteria. Coordination of multi-purpose cash efforts also proved challenging, with WFP's independent action raising questions among partners on its commitment to the new Inter-Agency Standing Committee (IASC) cash coordination model. While WFP supported the use of a unified cash transfer to meet a variety of needs flexibly, other agencies had different views. The evaluation considers this a missed opportunity to create a stronger strategic alignment of agencies in the use of multipurpose cash assistance.

6. While WFP demonstrated a commitment to inclusion and protection it paid insufficient attention to adapting programmes to the needs of women and men, mainstreaming approaches to gender equality and extending beneficiary participation in core programming decisions.

38. Initial attempts to assess the specific needs of highly vulnerable population groups were very limited. That gap was compounded by a failure to adapt corporate assessment tools and methodologies to Ukraine's middle-income economy. Efforts intensified over time, however, with WFP increasingly tailoring its assistance to ensure accessibility for marginalized groups, particularly older people and people with disabilities, who comprise the majority of the target population and face access issues due to restricted mobility or isolation.
39. Overall, however, the evaluation found limited attention to gender equality in WFP-supported interventions. In-depth, comprehensive analysis of gender and other sociodemographic characteristics was only undertaken late in the response. The main activities were not adequately adapted to encourage female participation and address the needs and intersecting vulnerabilities of women, including women with disabilities, women living in rural communities, older women and Roma women. The evaluation also notes that assumptions and perceptions by WFP and partner staff tended to treat gender inequality as a low priority issue in the Ukrainian context and that further scope existed for transforming approaches to gender equality and social inclusion.
40. An effective community feedback mechanism was put in place, but the evaluation notes a missed opportunity to establish a shared community feedback mechanism for the entire humanitarian response. Furthermore, the feedback mechanism addresses only part of WFP's commitment to accountability to crisis-affected populations, and beneficiaries are not involved in core programming decisions or decisions that affect their lives. Protection activities appropriately focused on ensuring physical safety and preventing sexual exploitation and abuse.
41. While commitments to greater shared accountability remained largely unmet, with affected people having little or no decision making power, WFP made efforts to enhance participation, particularly through investments in livelihood pilots aimed at fostering greater inclusion and community engagement.

7. The situation in Ukraine is uncertain in terms of the course of the war, the level of need and prospects for future humanitarian funding. This has implications for adjusting ongoing interventions, pursuing innovative opportunities and planning for transition and exit.

42. In the early stages of the response WFP's funding profile, flexibility and timeliness, supported by donor willingness to allow the organization to carry over funding from one year to the next, were all instrumental in enabling a swift emergency response. While most funds were earmarked for immediate needs, the availability of flexible resources also facilitated the piloting of additional initiatives, enhancing overall programme effectiveness.
43. While total pledges fell short of the amount called for in the needs-based plan budget, sufficient funds were nonetheless available to meet pressing needs. However, the evaluation reports that, in the absence of major new population displacements, humanitarian funding for Ukraine is likely to shrink. Figure 3 highlights the contributions received by WFP since the start of the crisis response. Almost 70 percent of its resources were first allocated in 2022, highlighting a significant donor commitment over the first months of the response, while the remaining 30 percent was received between January 2023 and June 2024.

Figure 3: Contributions received by WFP's Ukraine country office 2022–2024

Source: WFP, FACTory, extracted on 24 June 2024.

44. With the need for prioritization accordingly paramount, WFP worked to sharpen targeting, developing a targeting framework with which to codify geographic and categorical targeting criteria by activity. Examples include transitioning from blanket coverage in frontline areas to using categorical approaches, and refining geographic targeting, with distributions focused on frontline areas. However, the evaluation found clear opportunities for further improvement, questioning for example whether institutional feeding, while a valuable channel for reaching a large number of beneficiaries early in the response, remained the optimal mechanism going forward.
45. The evaluation also noted the potential of some programmatic innovations, such as a pilot collaboration with FAO to bring mine-affected agricultural land back into production, which could provide long-term benefits, including for food security. The importance of Ukraine to global food supply and prices is also considered to justify WFP's consideration of support for national food systems, including through the facilitation of exports to mitigate the effects of the crisis on international food markets.
46. Elsewhere, since WFP's pathway to transition and eventual exit from Ukraine is closely linked to the shock responsiveness of government systems, the evaluation observes that key areas for future engagement might include incorporating a development perspective into school feeding activities, and strengthening the capacity of the social protection system to respond to crises rather than using it simply as a delivery channel.

Recommendations

47. The evaluation makes five recommendations that are based on the key findings and conclusions.

Recommendation	Recommendation type	Responsibility (with contributing entity in brackets)	Priority	By when	Rationale
Recommendation 1: To support the implementation of the recommendations of the evaluation of WFP's 2024 emergency preparedness policy, WFP should draw on lessons learned from Ukraine to strengthen preparedness for future corporate emergencies.					Linked to conclusions 1 and 2. While the overall performance of WFP in scaling up the response in Ukraine was good, there are important lessons to be considered at the corporate level in relation to preparedness and surge deployments.
1.1 WFP should review and strengthen contingency arrangements to quickly scale up in war-affected countries and countries where it does not have a presence, including by strengthening agreements to operate under the umbrella of a sister United Nations entity in the absence of a basic agreement with a host government and contingency arrangements to enable headquarters to support countries with procurement and administrative functions directly.	Strategic	Headquarters Programme Policy and Guidance Division	High	End 2026	Corporate systems were not set up to enable headquarters to lead procurement on behalf of the country office. WFP's "no regrets" approach was not consistently understood or applied.
1.2 Review, strengthen and clarify the process, responsibilities, tools and mechanisms related to surge deployments, including standardizing pre-mobilization training on security and the "no regrets" approach; adapting the composition and gender balance of surge teams to the specific context; and improving handover arrangements between surged staff.	Operational	Headquarters Programme Policy and Guidance Division	High	End 2026	WFP should have elevated Ukraine more rapidly in its corporate alert system as a country of greater corporate concern, a failure that may have contributed to losing valuable weeks in mobilizing the response.
1.3 WFP should include lessons learned from its operations in Ukraine in its review of the corporate alert system to improve the timeliness of future responses in conflict-affected countries and in countries where it does not have a presence.	Strategic	Headquarters Programme Policy and Guidance Division	High	End 2025	It is important for WFP to be able to piggyback on the agreements of other United Nations entities with governments until it can put its own agreements in place.

Recommendation	Recommendation type	Responsibility (with contributing entity in brackets)	Priority	By when	Rationale
1.4 WFP should capture lessons learned in relation to adherence to the humanitarian principles in the complex operating environment in Ukraine to inform future guidance to WFP staff and partners in similarly challenging settings.	Strategic	Headquarters Programme Policy and Guidance Division	High	Mid 2026	In a complex environment WFP paid strong attention to humanitarian principles. However, the tensions between principles that involved trade-offs and compromises could have been more explicitly recognized.
Recommendation 2: Drawing on its experience in Ukraine, WFP should utilize existing global engagement platforms to strengthen coordinated approaches to the provision of food assistance.					Linked to conclusions 2 and 3.
2.1 In conjunction with the global food security cluster, WFP headquarters should engage with emerging major new food assistance actors to seek agreement on improved operational coordination and participation in the cluster system.	Strategic		Medium	End 2026	Increasingly prominent non-traditional food actors need to be systematically brought into coordination structures to reduce overlaps.
2.2 WFP headquarters should embark on a process of dialogue within the IASC cash advisory group to promote improved inter-agency alignment on the objectives and use of multipurpose cash assistance.	Strategic	Headquarters Emergency Coordination Service	Medium	Mid 2026	Given the strong arguments in favour of using a unified cash transfer to flexibly meet a variety of needs, it is important to understand and collectively address the constraints on the coordinated use of multipurpose cash assistance.
2.3 WFP should work in the IASC Emergency Directors Group to promote equitable humanitarian response at the global level.	Strategic	Headquarters Emergency Coordination Service	Medium	End 2026	The implications of inadequate coordination at the global level for world-wide equity were not explicitly monitored, nor were concrete attempts made to advocate a more impartial spread of donor resources among competing global crises.

Recommendation	Recommendation type	Responsibility (with contributing entity in brackets)	Priority	By when	Rationale
Recommendation 3: WFP should enhance the relevance and utility of its assessment, targeting and measurement of results in Ukraine.					Linked to conclusions 1, 3, 4, 6 and 7.
3.1 WFP, in conjunction with the food security and livelihoods cluster, should increase transparency and participation in the analysis of food needs and improve the dissemination of results.	Operational	Country office research, assessment and monitoring unit	High	Mid 2026	Donors are clear that, in the absence of major new population displacements, the amount of humanitarian funding for Ukraine will decrease. This will have implications for the scale of food assistance and the need to give priority to meeting the most pressing needs.
3.2 As resources for operations in Ukraine are likely to decline, WFP should continue to update and refine its targeting and prioritization strategy, delivery modalities and programme activities.	Operational	Country office programme unit	High	End 2025	Building a consensus on food assistance needs has been challenging in Ukraine and more could have been done to strengthen understanding through a deeper engagement of stakeholders in the analysis process.
3.3 The country office should clarify the objectives of its support for food systems and social protection as a basis for collaboration with headquarters in defining and reporting on relevant outcomes in Ukraine.	Operational	Country office programme unit (headquarters Analysis, Planning and Performance Division)	High	Mid 2026	While WFP worked to sharpen targeting, there are clear opportunities for further improvement. The advantages of using cash transfer modalities across response activities were only partially realized. The relevance of certain activities – such as institutional feeding – in meeting needs changed over time. The objectives of WFP support for food and social protection systems lacked clarity, with limited monitoring and reporting of outcomes.

Recommendation	Recommendation type	Responsibility (with contributing entity in brackets)	Priority	By when	Rationale
Recommendation 4: WFP should further explore and develop support for recovery activities in Ukraine alongside a primary focus on emergency assistance.					Linked to conclusions 1, 3, 5 and 6.
4.1 WFP should better communicate that the objective of its agricultural activities is to enable the resumption of agriculture on land that has been cleared of or is otherwise free from explosive ordnance and provide reassurance that appropriate long-term partnerships are in place to ensure the continuation of these activities after WFP exits Ukraine.	Operational	Country office programme unit and management	High	End 2025	WFP's flexibility and capacity to rapidly scale up remain critical to the humanitarian response in Ukraine. Donors would rely on WFP to scale up again and funds would be forthcoming to support them if the humanitarian crisis were to intensify. Opportunities for WFP to support recovery activities emerged but the organization's comparative advantages need to be carefully assessed against those of other development actors.
4.2 WFP should explore the use of cash transfers to support livelihood recovery.	Operational	Country office programme unit	High	End 2026	The mine action pilot has potential for good, particularly where the focus for WFP rests on restoring agricultural productivity rather than mine clearance.
4.3 In line with an increasing focus on transitional activities, WFP should expand its use of gender and social inclusion analysis to improve age sensitivity and gender mainstreaming, with greater attention to capacity strengthening for cooperating partners.	Operational	Country office programme unit	High	Mid 2026	A cash-based response was broadly appropriate for the operating environment. The fungibility of cash gives the potential to bridge the dual objectives of relief and recovery. There was insufficient attention to adapting programmes to the needs of women and men and to mainstreaming approaches to gender equality and women's empowerment.

Recommendation	Recommendation type	Responsibility (with contributing entity in brackets)	Priority	By when	Rationale
Recommendation 5: WFP should adapt its programme in Ukraine to facilitate its transition and exit from the country at an appropriate time.					<p>Linked to conclusion 6.</p> <p>WFP's presence in Ukraine is short-term, but the conditions under which the country office would close are yet to be made explicit.</p> <p>Careful consideration is also required regarding whether there may be a justification for some form of continued country-level engagement in areas such as procurement and school feeding. Given the ongoing conflict WFP's withdrawal from Ukraine is not imminent. However, the groundwork to enable a smooth transition to government and civil society partners should be pursued in the short term.</p> <p>WFP's pathway to transition and exit is closely married to strengthening the shock responsiveness of government systems. Supporting referrals of excluded groups, or those with protection needs, to specialist government services and civil society partners is a further important opportunity.</p>
5.1 WFP should define criteria that would trigger the cessation of its emergency food assistance operations in Ukraine.	Strategic	Country office management (regional office, headquarters)	High	End 2025	
5.2 WFP should explore and define the scope of any continuing country engagement, such as support for the Grain from Ukraine facility and school feeding, and consider how they can best be managed, whether by a country office, the regional office or headquarters.	Strategic	Country office management (regional office, headquarters)	High	End 2025	
5.3 To facilitate transition WFP, in partnership with relevant stakeholders, should further develop engagement with, and capacity strengthening for, the national social protection system.	Operational	Country office programme unit	High	End 2026	
5.4 To further facilitate transition, WFP should strengthen its work with civil society groups to support their capacity to complement and support the national social protection system, for example as part of a referral system.	Operational	Country office programme unit	Medium	End 2026	
5.5 WFP should engage with the resident coordinator/ humanitarian coordinator to advocate the progressive transition from a cluster coordination model to government-led sectoral coordination.	Strategic	Country office programme unit	Medium	End 2025	

Acronyms

FAO	Food and Agriculture Organization of the United Nations
IASC	Inter-Agency Standing Committee
LEO	limited emergency operation
NGO	non-governmental organization
T-ICSP	transitional interim country strategic plan