Haiti Special Operation No. 200108: Logistics and Telecommunications Augmentation and Coordination for Relief Operations in Response to Crises in Haiti

1. BUDGET REVISION FOR SOs FOR THE APPROVAL OF THE DED & COO

	Initials	In Date	Out Date	Reason For Delay
ORIGINATOR				
Country Office or				
Regional Bureau on behalf of Country Office	....	....	…………..	…………..
CLEARANCE				
Regional Director	....	....	…………….	……………
Project Budget & Programming Officer, RMBP	....	....	…………….	……………
Chief, RMBP	....	....	………………..	…………..
Chief, ODLT	....	....	…………….	……………
Director, ODL	…………..	…………….	………………..	……………
Director and Deputy CFO, RMB	…………..	…………….	……………	……………
Director, ODI (*ICT operations only*)	....	....	…………….	…………..

APPROVAL

Deputy Executive Director and COO, OD	……………	……………	……………..	……………

PROJECT	Previous Budget	Revision	New Budget
ODOC US$	64,573,877	7,655,212	72,229,089
DSC US$	10,062,972	4,894,532	14,957,504
ISC US$	5,224,579	878,482	6,103,061
Total WFP cost (US$)	US$79,861,429	US$13,428,226	US$93,289,654

TYPE OF REVISION

☒ **Additional DSC**   ☒ **Additional ODOC**   ☒ **Extension in time**   ☐ **Other**

NATURE OF REVISION:

The Budget Revision for Special Operation 200108 is designed to enable an extension in time from 1 January to 31 December 2011. This project will support the activities outlined in the 2011 Consolidated Appeals Process (CAP) in Haiti. This budget revision reflects the additional augmentation needed to the logistics response plan and the activities of the emergency telecommunications cluster, in order to ensure the continued humanitarian needs are met.

This Budget Revision is also intended to change the project title from: "Logistics and Telecommunications Augmentation and Coordination for Relief Operations in Response to the Earthquake in Haiti" to *"Logistics and crises Earthquake in Haiti"*.

Background

2. On 12 January 2010, an earthquake measuring 7.2 on the Richter scale hit a highly populated area in the Department Ouest of Haiti (population 2.2. million), 17 km west of the capital, Port-au-Prince. The

earthquake killed more than 230,000 and affected more than 3 million people, including 1.1 million Haitians who are still living in camps 11 months after the disaster. Additionally, large sections of the Haitian infrastructure were severely damaged, complicating the initial humanitarian response.

3. The size of the response and the damage to infrastructure required an immediate expansion to the activities being undertaken by WFP, in its role as the Logistics and Emergency Telecommunications Clusters (ETC) lead to ensure an efficient and effective logistics and ETC response for the humanitarian community.

4. While earthquake relief efforts were ongoing, Haiti suffered from two additional disasters. On 22 October 2010, the Government of Haiti confirmed a cholera outbreak, an epidemic which as of 3 December 2010 has caused the death of more than 1,882 people and the hospitalisation of nearly 84,500 people. Furthermore, on 5 November, Hurricane "Tomas" passed the western coast of Haiti. Heavy rains caused flooding in some areas of the country; 20 people died and agricultural production in the Anse department and North West of the country was destroyed. Furthermore, following the elections on 28 November 2010 there continues to be a drastic deterioration of the security situation in the country.

The Main Elements of the Response to Date:

5. In the immediate aftermath of the earthquake, the UN Humanitarian Response Depot Network (UNHRD) was supporting the emergency response within hours. Immediate preparations were made to dispatch support equipment such as pre-fabricated offices and accommodation units, Mobile Storage Units (MSUs), electrical distribution kits and ablution units to ensure the rapid scale up WFP's logistics activities in Haiti.

6. The Logistics Cluster Cell in Port-au-Prince was augmented with additional staff and equipment, while a secondary cell was established in Santo Domingo immediately following the earthquake, thus enabling the first wave of relief goods to be received in Port-au-Prince and dispatched from Port-au-Prince. Both Logistics Cluster Cells were staffed with dedicated Logistics Cluster Coordinators and Information Management Officers.

7. The Logistics Cluster also immediately began handling incoming air cargo and facilitating helicopter operations on behalf of the Humanitarian Community. The Logistics Cluster Cell in Santo Domingo began liaising with the Dominican authorities immediately to ensure the Humanitarian Community of fast-tracking and customs exemptions for relief items entering the Dominican Republic destined for Haiti. The cell installed personnel at three entry points: Las Americas International airport, at the Rio Haina Seaport as well as the Caucedo Seaport to facilitate this process.

8. The Logistics Cluster became the facilitating body for the Humanitarian Community's use of the UNHAS assets brought in to respond to the earthquake. This involved the reception and logging of the Cargo Movement Requests (CMRs) and the tracking of all the cargo being dispatched to the affected areas as well as the quantities entering the country from abroad.

9. The Logistics Cluster established the overland supply route from Santo Domingo to Port-au-Prince utilizing the Logistics Cluster Inter-Agency Fleet and deployed liaison staff to the Malpasse/Jimani border crossing to coordinate the passage of life-saving relief items entering Haiti. The Logistics Cluster also augmented the storage capacity in Port-au-Prince by establishing three warehouse compounds for use by the Humanitarian Community.

10. Temporary and MOSS compliant accommodation and office space for inter-agency staff was established days after the earthquake, with the first flights carrying equipment and staff arriving on 16 January. The "base camp", deployed through the International Humanitarian Partnership, was able to accommodate up to 450 relief workers and operated until mid September 2010. Additional accommodation space for 226 UN staff was provided by a floating hotel, chartered by WFP from January to May 2010.

11. The Logistics Cluster and UNHAS established, together with the Haitian Civil Aviation Authority, US and Canadian forces, as well as other actors, a coordination group to address issues at the Port-a-Prince airport, including security, ramp management and flight slotting. In addition, the Haiti Flight

Coordination Centre (HFOCC) was established in Tyndall Air force base in Florida to receive requests and to coordinate and allocate flight slots into Port-a-Prince Airport for the Humanitarian Community.

12. The Logistics Cluster participated in the establishment and facilitation of the Joint Operations Tasking Centre (JOTC) alongside MINUSTAH, foreign military actors including the US and Canadian Militaries and OCHA in order to coordinate the use of military assets in support of the humanitarian operation; the JOTC primarily focused on the coordination of engineering and security requests.

13. The Emergency Telecommunication Cluster (ETC) immediately began augmenting, or in some instances creating the telecommunication network to ensure the Humanitarian Communities ability to respond to earthquake. Primarily this include the development and launch of inter-agency voice and data connectivity services and hi-speed wireless networks at the Logistics Base, warehouses and accommodations in the affected areas. The ETC also continues to hold weekly coordination meetings, with all key stake holders, to ensure the continued functionality of the systems in place.

Listed below are the current activities the Special Operation:

Logistics Common Services:

Transportation
14. The Logistics Cluster continues to provide transport services to organizations without their own logistics capacity. The transport services are available in the five most affected departments, to ensure the continued delivery of life-saving relief items to remote areas, which are not covered by the commercial sector.

15. To date, 10,818 metric tonnes (mt) / 49,517m^3 of mainly shelter, food, agriculture and water/sanitation items have been dispatched from Port-au-Prince on behalf of 109 different organizations. In addition, more than 1,300 truck loads were dispatched from Santo Domingo to Haiti from January to June delivering more than 9,300 mt (35,000 m^3) of relief supplies.

16. WFP owned assets available to the humanitarian community to fill gaps within the commercial sector
Port-au-Prince: 12 all-terrain trucks, 11 flatbed and 4 Tractor Head "Mack" Trucks with TEU chassis;
Jacmel: 10 all-terrain trucks;
Gonaives/St Marc: 8 all-terrain trucks;
Cap Haitien: 8 all-terrain trucks;
Hinche: 2 all-terrain trucks;
Les Cayes: 2 all-terrain trucks;

17. Since 5 June 2010, a chartered barge provides a viable alternative to road transport for the humanitarian response. In case of road failure, access to disaster-prone areas is possible via sea to northern and southern coastal areas.

18. All cargo stored and transported continues to be handled as per the priorities set by the Humanitarian Coordinator.

Storage
19. The Logistics Cluster established warehouse facilities in Port au Prince with a capacity of 4,500m^2 and continues to make the facility available to the Humanitarian Community. To date, 50 organizations have used Logistics Cluster storage facilities made available for the Humanitarian Community.

20. In the same location, the Logistics Cluster has identified a secure open storage area (20,000m^2) where organizations can set up and manage their own MSUs.

21. Additionally, the Logistics Cluster will continue to provide common storage facilities for the Humanitarian Community in Cap Haitien (3,532m^2), Gonaives (7,560m^2), Les Cayes (550m^2), Jacmel (2,480m^2) and Hinche.

Logistics Cluster Coordination:

Format for Budget Revisions of Special Operations

22. The World Food Programme as Logistics lead continues to maintain Cluster Cells in Port au Prince to coordinate the mobilisation and use of logistics assets, as well as the provision of logistics support services to the Humanitarian Community. This is inclusive of the reception of humanitarian cargo at the airport, providing warehousing and transport services.

23. Weekly Logistics Cluster coordination meetings continue to take place in Port-au-Prince, Gonaives and Jacmel. To date, representatives from 216 organizations, including UN agencies, UN affiliated organizations, NGOs, and government, have attended Logistics Cluster meetings.

24. A special Logistics Cluster crisis cell was established in October 2010 at the Ministry of Health, which consists of Coordinators from the Health, Wash, Camp Management, and WFP/Logistics Cluster, their Government counterparts and OCHA which has functioned as the coordination body for the humanitarian response to the Cholera outbreak.

25. The Logistics Cluster continues to attend daily JOTC meetings, to ensure that the Humanitarian Communities response to the Cholera outbreak is discussed with military actors. The Logistics Cluster also continues to liaise with the JOTC for the exchange of road status information. This data is then processed by the Logistics Cluster GIS unit for use by the Humanitarian Community.

26. During the Hurricane "Tomas" response (5-8 November 2010) the Logistics Cluster was also part of a coordination mechanism entitled "the Emergency Joint Operations Centre (EJOINT)" based in Port-au-Prince. This Coordination Cell convened at OCHA, in order to synchronize the humanitarian response and to ensure that all necessary capacity was available to respond to the damage caused by Hurricane Tomas.

Information Management (IM) and Geographic Information System (GIS)

27. The Logistics Cluster continues to provide valuable information management services, including Geographic Information Systems (GIS)/mapping services with the aim of supporting operational decision making to improve the efficiency of the logistics response, including:

- Consolidating information on the overall logistics situation from the humanitarian community and local authorities, for the continued identification of logistics gaps and bottlenecks.
- Providing updated information on operational data, such as road conditions air operations and customs procedures through the publication of situation reports, bulletins, snapshots, flash news and briefings.
- Providing logistics infrastructure GIS/mapping tools and products.
- An information sharing platform for the dissemination of information to the Humanitarian Community with dedicated sections for logistics and telecommunications is being provided on the Logistics Cluster website.

Emergency Telecommunications

28. The ETC continues to coordinate with the Government of Haiti and MINUSTAH to ensure that the Humanitarian Community continues to have access to licenses for radio frequencies needed to support the emergency response.

29. The Emergency Telecoms Cluster has established a dedicated NGO coordinator to ensure to cater for the needs of the NGO community;

30. Weekly ETC coordination meetings take place in Port-au-Prince. To date, representatives from 54 organizations, including UN agencies, UN affiliated organizations, NGOs, donors, stand by partners, and government, and have attended ETC meetings.

31. Established a security telecommunications network, and UN Common Communications Centers (UN COMCEN) in Port-au-Prince, Cap Haitien, Gonaives, Leogane, Jacmel, Les Cayes and Hinche; Petit Goave, Port-de-Paix and Miragoane areas to provide security and operational voice communication to all UN and NGO humanitarian actors;

32. Providing inter-agency voice and data connectivity services in Port-au-Prince, Cap Haitien, Gonaives, Jacmel, Les Cayes, Leogane and Hinche using 7 VSAT outstations;

33. Established a hi-speed wireless network at the Logistics Base, warehouses and accommodation bases Camp Charlie and WFP Riverside; similar wireless networks have been implemented in Cap Haitien, Jacmel and Leogane;

34. Conducted 150 Communication Training courses for approximately 450 humanitarian workers;

35. Provided direct support and services on a daily basis to more than 1500 users from some 80 different humanitarian organizations.

JUSTIFICATION FOR THE REVISION:

36. Haiti continues to require assistance from the Humanitarian Community to respond to the various emergencies that have affected the country in 2010. In addition, Haiti remains vulnerable to other natural disasters, which if they did occur, would greatly exacerbate an already volatile situation. Currently, the effects of the cholera outbreak and Hurricane Tomas have already raised additional needs and gaps. The cholera outbreak demands a massive, yet specific medical logistics response, including the transportation of life-saving medical supplies and additional cold storage facilities. According to OCHA, there are currently 105 Cholera Treatment Units around the country – offering Oral Re-hydration Salts, as well as a limited bed capacity for 24 hours treatment. There are also 56 Cholera Treatment Centers around the country – offering full IV re-hydration, as well as Oral Re-hydration Salts and bed capacity for 3-4 day treatment of severe cases. Speaking at the General Assembly, the Secretary General of the United Nations acknowledged that according to new estimates the potential case load could rise to 650,000, as such as an urgent appeal for additional funding has been made by the Humanitarian Community, totaling US$174 million dollars.

37. The increase in humanitarian needs in Haiti requires a strengthened and coordinated logistics response from all actors involved in the response to these emergencies and the preparation of the 2011 hurricane season. To address these challenges and support the ability of the humanitarian community to deliver relief assistance to the affected population, WFP needs to continue to fill the identified gaps by augmenting its current capacity, through the reinforcement of services offered by the Logistics and Emergency Telecommunications Cluster, as well as extending the current operation until 31st December 2011. Ultimately, this extension would ensure that the Logistics response remains in line with the overall plan of the humanitarian community, which is outlined in the 2011 revised Flash Appeal for Haiti. This includes:

- Strengthened surface transport within Haiti through the renewal of the Logistics Cluster Inter-Agency Fleet;
- Continue to offer the Humanitarian Community warehouse capacity;
- Additional telecommunications facilities and emergency telecommunications and data-communication networks;
- Continued logistics coordination and information management;
- Continued common logistics and ETC services.

Logistics Common Services:

Renewal of the truck fleet:
38. The Humanitarian Community in Haiti still requires the provision of transport to ensure the uninterrupted delivery of life-saving relief goods throughout Haiti. Many roads still remain inaccessible to anything other than "all-terrain" trucks; which are unavailable through commercial transporters. This is most visible in the up-country areas, where accessibility was a problem even before the earthquake.

39. The current fleet of all-terrain trucks owned by WFP and utilised to support the Logistics Cluster consists of 40 year old decommissioned US army trucks with a payload capacity of only 2.5 tons. In

order to ensure a continued ability to support the secondary transport needs of the Humanitarian Community in areas not served by the commercial sector, as well as to meet its own food delivery requirements, WFP needs to replace part of its current fleet of aging "all-terrain" trucks, with a new fleet composed of 10 trucks of 7-8 metric tonnes capacity. An additional 17 trucks to be used specifically for WFP's operational requirements will be purchased through a separate operation.

Continued warehouse capacity:

40. Haiti has historically suffered from a lack of warehousing capacity both in Port-au-Prince and in the rural areas. The earthquake decimated what little infrastructure was functional, reducing WFP's warehouse capacity even further. The lack of storage facilities, particularly in Cap Haitien, the second largest port in Haiti, and in Gonaives, also has an impact on the full utilisation of the ports. Common temporary storage structures (Mobile Storage Units) had to be erected for the earthquake response due to this lack of warehouses in country. To address the ongoing shortage of warehousing capacity WFP, as the lead Agency of the Logistics Cluster, will continue to provide common storage facilities for the Humanitarian Community in Port-au-Prince, Cap Haitien, Gonaives, Les Cayes, Jacmel and Hinche.

Logistics Coordination and Information Management:

41. The Logistics Cluster in Haiti continues to coordinate the logistics response based on the humanitarian priorities set by the humanitarian country team. Given the scale of the crises affecting Haiti the following activities are required to continue in order to ensure the uninterrupted humanitarian response to the emergencies currently being undertaken in Haiti.

42. As staffing numbers following the earthquake response have been scaled back to more normal levels, it has become necessary to once again expand the Logistics Cluster presence in Port-a-Prince in response to Hurricane Tomas and the cholera outbreak, as well as to increase the staffing levels in all affected areas in order to meet the increased requirements of the new response. Additional staff will be deployed to complement the existing staff in all locations to ensure strengthened coordination, including an increased presence at the various coordination bodies, information management, including full liaison with the various provincial authorities in each location, and proper management for humanitarian cargo consolidation.

43. Continued engagement in Civil / Military coordination to facilitate the use of logistics assets in support of the humanitarian response. This approach ensures that requests from the humanitarian community are channeled in a coordinated manner to establish systems for the most efficient use of military resources, including air, land and sea transport while preserving a humanitarian space.

Logistics Preparedness and Capacity Building Activities;

44. Additionally, WFP, as the lead Agency of the Logistics Cluster, will support the Humanitarian Community and National Authorities by providing support to contingency planning for the 2011 cyclonic season. Activities will include:

45. Logistics and telecommunications contingency planning projects and assessment missions;

46. Establishment of prepositioning bases for logistics support (trucks, mobile storage tents, telecom equipment, and prefab offices).

47. Coordination of emergency logistics and telecommunications response measures with government, UN organizations, NGOs, and MINUSTAH.

48. Furthermore, WFP will contribute to capacity building of the Haitian Government for the improvement of their emergency response capabilities, by:

49. Providing capacity building activities, including the training of staff of the Centre National de l'Information Geo Spatiale (CNIGS) to facilitate the transfer of some Logistics Cluster GIS functions (especially the maintenance of the global infrastructure database) to the CNIGS.

Emergency Telecommunications:

50. It remains necessary to ensure that the current Emergency Telecommunications Cluster (ETC) is expanded per the needs of the humanitarian community as there continues to be a lack of proper locally available communication tools which continues to make the working conditions for humanitarians difficult and hazardous. Field missions need to be monitored and tracked for the safety and security of humanitarian staff. In spite of the achievements since the beginning of the operation, several gaps, as well as constraints remain problematic.

These include:

- Drastic deterioration of the security situation in the country
- Lack of locally available qualified and experienced IT and telecommunication specialists able to support and maintain deployed data and communications systems
- Inadequate data connectivity services from the national Internet Service Providers (ISPs).
- During the period of the extension, there will be an expansion of the VHF radio network, both in terms of coverage in new operational areas, as well as in augmenting the capacity by deploying additional communication channels to reduce congestion at peak periods.
- In addition, a basic voice and data communication system for Department of Civil Protection (DPC) of the Government of Haiti will be established through the deployment of VHF radio networks in all departments' capitals and linking them to each other and to the Emergency Operations Center in Port-au-Prince, using Radio over IP technology.
- Data services for UN Agencies and NGOs connected to ETC data network will also be extended:
- Provision of data connectivity services in departments where ETC networks are available, through direct microwave links;
- Establishment of a centralized connectivity hub with links to different ISPs and data backup service in Port-au-Prince.

Expected Outcomes:

51. The following are the expected outcomes of the operation:

- Coordinated, predictable, timely and efficient logistics response under the Cluster approach;
- The uninterrupted delivery of life-saving relief items to the affected populations, for all humanitarian actors;
- Improved capability of the Humanitarian Community to respond and operate throughout Haiti, due to the successful identification and resolution of the logistics and telecommunications gaps;
- Reduced running costs for the WFP/Logistics Cluster "all-terrain" truck fleet.
- Adequate storage facilities available for the Humanitarian Community across Haiti.
- Sufficient storage capacity in secondary ports improves port efficiency and therefore allows these secondary ports to serve as alternative entry points if Haiti's main port is damaged due to natural disasters.
- Improved Logistics response capacity for the Humanitarian Community, as well as the Government of Haiti through the capacity building of government staff and partners;
- The Humanitarian Community is better prepared, in terms of the availability of logistics assets and infrastructure, to respond to future emergencies.
- Expanded and comprehensive emergency telecommunications and data connectivity networks and services to the humanitarian community;
- Provided availability and support of IT and telecommunications services that support the DPC to coordinate preparedness and relief operations of all humanitarian actors.
- Trained staff in efficient and appropriate use of telecommunications equipment and services.
- Improved security environment, increased control and discipline on HF/VHF radio networks, reduced misuse.

52. This Special Operation will be continuously monitored and the implementation plan revised as the situation evolves according to the needs of the Humanitarian Community. Furthermore, the WFP Haiti Country Office will ensure that an appropriate exit strategy, in line with the overall WFP, Logistics and ETC response, is developed in order to phase out the project as necessary.

In light of the above, this budget revision for the extension of the project in time until 31 December 2011 at an additional cost of US$13,428,226 is recommended for approval by the Deputy Executive Director and Chief Operating Officer.

DISTRIBUTION:

DED and COO	Deputy COO and Director, ODE	Director, ODL
Chief, ODLT	Director, ODX	Director and Dep. CFO, RMB
Chief, RMBP, ODXP, ODXR	Regional Director	Director, ERD
Country Director	Bgt/Prgrmming Officer, RMBP	RB Programme Advisor
OD Registry	Programming Assistant, RMBP	RB Programme Assistant
Liaison Officer, OD @	*Director, ODI (ICT operations only)*	