



WFP Kyrgyzstan SPECIAL OPERATION SO 200165

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| Country: | Kyrgyzstan |
| Type of project: | Special Operation |
| Title: | Logistics and telecommunications augmentation and coordination in support of relief operations in Kyrgyzstan and Uzbekistan |
| Total cost (US\$): | US\$ 4,431,378 |
| Duration: | Three months, from 21 st June to 20 th September 2010 |

Executive Summary

Following ethnic clashes between Kyrgyz and Uzbeks in southern Kyrgyzstan, the security situation has deteriorated rapidly since the 11th of June, as ethnic tension and violence against civilians spread throughout the southern part of the country. The ethnic conflict has created pressing humanitarian concerns for over one million people, especially for an estimated 375,000 displaced people who have fled the conflict in Osh and Jalalabad. Of these, approximately 100,000 have sought refuge in neighboring Uzbekistan while many are still waiting to cross the border.

In Kyrgyzstan, the violence has also caused the destruction of infrastructure in Osh and Jalalabad cities and neighboring areas. Humanitarian access to beneficiaries at the outskirts of the affected cities remains a key concern. The Interim Government of Kyrgyzstan Republic has requested international support and the humanitarian community has called for the activation of the Emergency Telecommunications and Logistics Clusters.

In Uzbekistan, the Government, assisted by the United Nations High Commission for Refugees, is providing relief assistance to those who have taken refuge in temporary camps and settlements in the vicinity of Andijan. WFP has been requested to provide logistics support in coordinating the receipt and handling of incoming relief cargo.

Through this special operation, WFP aims to facilitate the uninterrupted supply of life saving relief items to the affected population by:

In Kyrgyzstan:

- Facilitating efficient logistics coordination and information management in support of the humanitarian community under the Cluster approach
- Providing the humanitarian community with the sufficient and adequate common ICT equipment, infrastructure and services to facilitate implementation of relief operations.

In Uzbekistan:

- Supporting and augmenting the logistic capacity of the Government and of the humanitarian community to respond and operate in eastern Uzbekistan, as well as to support cross-border operations.

The duration of this special operation will be three months at a total cost of US\$ 4,431,378.

1. Project Background

1. The Kyrgyz Republic is a landlocked country of 5.3 million people. Out of these, 70 percent are ethnic Kyrgyz and 15 percent Uzbek. The Republic is predominantly an agrarian society, with high levels of poverty and widespread unemployment, resulting in large labour migration to Russia and Kazakhstan annually. Recent years have brought multiple shocks, resulting in a further deterioration of the national food security situation and necessitated humanitarian interventions. The Kyrgyz Republic is now among the poorest countries in the world.
2. The April 2010 political events resulted in a change of government, and an ill timed transitional period, in which the country's national security was left overly exposed. This was exploited to raise political and ethnic tensions, further exacerbating the internal ethnic situation. Tensions finally erupted on 10 June with mass violence in the southern areas of Osh and Jalalabad. This violence has led to massive internal displacement and an estimated 75,000 refugees who have fled to the Republic of Uzbekistan, of whom 60 percent are women, 35 percent are children (less than 18) and five percent are elderly and wounded. They have been given refuge in the provinces of Andijan, Namangan and Fergana in the East of the country. Most refugees are concentrated in temporary refugee camps and accommodation centres in Andijan region.
3. With the request from the Interim Government of the Kyrgyz Republic for international assistance, humanitarian organizations are scaling up interventions and delivering substantial amounts of life-saving supplies into the country. In order to ensure these time-critical interventions reach the most vulnerable populations, immediate logistical and emergency telecommunications support is required to ensure operational continuity, minimize additional loss of lives and damage to social and economic assets.
4. The Republic of Uzbekistan is a country with limited humanitarian interventions, however, they have led the initial response and have now requested international support through the United Nations. The Government has set up a comprehensive and well-organized delivery system for commodities coming from the different regions of Uzbekistan for assistance to the refugees. The provisions are centralized in the main warehouse in Andijan and then dispatched to local warehouses daily for use in the camps and settlements. However the tight pipeline leaves little margin for error and WFP will provide support in maintaining the efficiency of receipt, handling and distribution of food and other humanitarian commodities which are incoming.

2. Project Justification

5. As the humanitarian community is scaling up its relief response, substantial amounts of critically needed relief items are reaching Kyrgyzstan mainly by air. In order to ensure these life saving supplies reach the most vulnerable people affected by the crisis in a timely and efficient manner, immediate logistical coordination and support is required.
6. The violence that has broken out in the southern part of the country has significantly increased the security risk for the local population as well as humanitarian workers particularly in the areas of Osh and Jalalabad. The United Nations Department for Safety and Security (UNDSS) has increased the security phase to level III, which entails the establishment of additional security protocols and further restrictions on the movement of humanitarian personnel. Due to the unpredictable security conditions and

frequent lootings, transport of relief cargo into southern Kyrgyzstan remains challenging.

7. While the destruction of basic and logistics infrastructure is evident but yet to be further evaluated, international airports in Bishkek and Osh are still operational. However, potential congestion can be expected once the surge of relief supplies arrives by air. The main logistics gaps and bottlenecks identified by the humanitarian community are related to:
 - Rapidly expanding requirement for logistics coordination and information sharing
 - Cargo consolidation and limited secure storage capacity
 - Safe passage of humanitarian supplies to the most severely affected and remote areas
 - Emergency equipment for logistics and operations support
8. Initial assessments have confirmed that UNHCR has minimal Very High Frequency (VHF) repeaters available locally in Osh and Jalalabad that could be used to the extent possible. However, this infrastructure is expected to be augmented to meet the requirements of the Humanitarian Community in the operational areas. In addition, the existing local radio network facilities are limited throughout the country and require further expansion and enhancement in order to meet the United Nations Minimum Operating Security Standards (MOSS) and communication resources.
9. With the scaling up of operations, there is also an urgent need to establish and manage a reliable working environment including IT and emergency telecommunications services to support the operational activities of the humanitarian community in response to this emergency, including internet connectivity through provision of VSAT and local Internet Service Providers (ISPs) when available. All the systems deployed will be made available to the humanitarian actors as per ETC standards. Specifically on security telecommunications, the NGO community will have a dedicated VHF channel available for their needs.
10. In Uzbekistan, WFP has been requested to support maintaining the efficiency of receipt, handling and distribution of food and other humanitarian commodities which are incoming. The relief organizations started airlifting supplies on the 16th of June, using Andijan airport as main entry point. The major gaps and bottlenecks so far identified by the humanitarian community in Uzbekistan are related to:
 - Logistics coordination and information sharing
 - Cargo consolidation and storage facilities
 - Emergency equipment for logistics and operations support
11. These time-critical humanitarian interventions require immediate logistic support to minimize delay and to provide the most needed relief supplies to the affected population.
12. Therefore, WFP, as the lead of the Logistics Cluster and Emergency Telecommunications in Kyrgyzstan, will support the efforts of the Government and the humanitarian community by providing enhanced coordination and services including assets, equipment, staff, information tools and operating facilities. This effort aims to optimize and complement the capabilities of the humanitarian community in responding without delays to the current crisis.
13. In Uzbekistan, WFP will support the logistics efforts of the Government by offering additional coordination capacity through the provision of logistics assets, equipment and staff as well as information tools. This crucial logistics intervention builds on what the Government of Uzbekistan has already set up since the onset of the emergency and is

vital to ensure that the population that have taken refuge in the region of Andijan receive adequate relief assistance.

3. Project Objective(s)

14. The objectives of this operation are to:

6.1. In Kyrgyzstan:

- ensure the uninterrupted supply of life saving relief items to the affected population in Kyrgyzstan.
- facilitate the efficient logistics coordination and information management in support of the humanitarian community under the Cluster approach
- provide the humanitarian community with sufficient and adequate common ICT equipment, infrastructure and services to facilitate implementation of relief operations in Kyrgyzstan.

6.2. In Uzbekistan:

- support and augment the logistic capacity of the Government and of the humanitarian community to respond and operate in eastern Uzbekistan, as well as to support cross-border operations.
- facilitate the uninterrupted delivery of emergency relief items to the refugees in Uzbekistan.

4. Project Implementation

15. This special operation caters to a three-month logistics and telecommunications augmentation and coordination mission in support of relief operations in Kyrgyzstan and Uzbekistan.

16. This special operation will be adapted and revised as the situation unfolds and results from further assessments become available, including the possible provision of additional equipment, logistics and emergency telecommunications services as required by the humanitarian community in Kyrgyzstan and Uzbekistan.

17. The project consists of three components as follows:

In Kyrgyzstan:

Component 1:

Logistics coordination, information management and provision of logistics common services under the Cluster approach in Kyrgyzstan

18. Logistics coordination and information management

- Establishment of Logistics Cluster cell in Bishkek and Osh to coordinate the logistics response with a dedicated Logistics Cluster Coordinator and Information Management Officer, supported by a team of national and international logistics personnel;
- Organization of regular cluster meetings, optimization of the logistics resources available locally and regionally, awareness raising and consolidated fundraising efforts;

- Information management with dissemination of regularly produced information products through a dedicated web platform and mailing lists;
- Provision of logistics infrastructure “Geographic Information System” (GIS) and mapping products;
- Liaison with the national authorities and UN Security entities to facilitate logistics and operational interaction for the use of military assets for the protection of transported humanitarian cargo.

19. Logistics common services

- Setting up of logistics hubs to ensure an unimpeded flow of relief items to the affected populations. These hubs will comprise temporary storage capacity, emergency operation support equipment and dedicated logistics staff at Osh (main entry point by air), Bishkek and Jalalabad airports.
- Given the volatile security conditions in Osh, self contained prefabricated facilities and support equipment will be mobilized and set up within the airport perimeter to enable the humanitarian actors to start operations.
- This operation also caters for the immediate deployment of armored vehicles to facilitate the movement of humanitarian personnel around Osh and Jalalabad.
- Provision of handling, consolidation, storage and tracking services for humanitarian cargo received at hubs/entry points. Cargo consolidated and stored will be handled as per the priorities set by the Humanitarian Coordinator and services will be provided at no cost to the humanitarian actors.
- Border crossing and customs facilitation at Osh and Jalalabad for relief cargo as required by relief actors operating in country.

20. Air transport

- In order to facilitate the immediate deployment of the logistics support equipment and armored vehicles required for the start-up of operations, this special operation makes provision for strategic airlifts from the United Nations Humanitarian Response Depot network to Kyrgyzstan.
- This special operation also caters for the immediate provision of safe and reliable passenger air transport between Bishkek and Osh to increase the currently congested commercial capacity, as required. This will facilitate the movement of humanitarian personnel and strengthen operational capacity during the initial phase of the response.

21. The operational cost of this component is estimated at US\$ 2,768,463 (exclusive of ISC).

Component 2:

Provision of common Emergency Telecommunications services to the humanitarian community in Kyrgyzstan

22. WFP, in its role as Emergency Telecommunications Cluster (ETC) lead agency, will establish and/or augment basic Information Technology (IT) services and MOSS compliant security telecommunications in the areas of intervention of the humanitarian actors inside Kyrgyzstan.
23. Optimal use will be made of the public infrastructure available, which includes the mobile phone network (GSM), and fixed infrastructure such as the public telephone network and local Internet Service Providers (ISPs). However, a reliable MOSS

compliant VHF and HF radio network, independent from the public infrastructure, will be provided to cover the areas of Bishkek, Osh and Jalalabad.

24. This special operation will equip the common humanitarian offices and hubs with the required ICT infrastructure and related services to meet the requirements of the humanitarian community.
25. The project will also provide emergency telecommunications services by establishing a robust inter-agency emergency telecommunications system and communications center (COMCEN) in the common operational areas. These ETC facilities will allow humanitarian workers to better coordinate assessments, rescue and relief operations and increase the security of humanitarian workers in the affected areas.
26. Specifically, the project will:
 - Establish and operate comprehensive ICT infrastructure and related services to support the operational activities of multiple agencies in the areas of operation.
 - Ensure availability of inter-agency telecommunications infrastructure and services covering both data and operational voice communications (satellite connectivity and radio networks).
 - Adhere to standardized ICT platforms and procedures to avoid duplication and ensure cost-effective services (MOSS compliant communications).
 - Train staff in efficient and appropriate use of telecommunications equipment and services.
 - Establish an inter-agency/intra-cluster information management (IM) facility to serve the ETC community. and,
 - Undertake capacity building of local staff to ensure a smooth handover of the emergency operation.
27. The operational cost of this component is estimated at US\$ 607,270 (exclusive of ISC).

In Uzbekistan:

Component 3:

Logistics capacity and coordination support to the Government and the humanitarian community's response in Uzbekistan

28. WFP will support the Government of Uzbekistan in providing the humanitarian community with the necessary logistics capacity and coordination mechanisms to deliver emergency aid to refugees in the region of Andijan.
29. Logistics coordination and information management
 - Establishment, in conjunction with the Government of Uzbekistan, of a logistics support office in Andijan to facilitate the coordination of the logistics humanitarian response. This set up will comprise the necessary equipment and staff to facilitate cargo consolidation, storage and tracking of incoming relief cargo;
 - Support the organization of regular, Government-chaired coordination meetings, optimization of the logistics resources available locally and regionally, awareness raising and consolidated fundraising efforts;
 - Information management with a suite of regularly produced logistics information products shared via dedicated web platform and mailing lists;
 - Provision of logistics infrastructure "Geographic Information System" (GIS) and mapping products;

- Regional logistic capacity assessment in partnership with the Government of Uzbekistan.
30. Logistics common services
- Establishment a logistics central hub with temporary storage capacity, emergency operation support equipment and logistics staff in Andijan. This logistics hub will be managed by the Government of Uzbekistan.
 - Provision of handling, consolidation, storage and tracking services for humanitarian cargo received in Andijan and at border crossing points; cargo consolidated and stored will be handled as per the priorities set by the Government of Uzbekistan and the Humanitarian Country Team and services will be provided at no cost to the humanitarian actors.
 - Facilitation of relief cargo border crossing and customs procedures in Uzbekistan.
31. Strategic airlift
- In order to facilitate the immediate deployment of the logistics support equipment required for the start-up of operations, this project makes provision for a strategic airlift from the United Nations Humanitarian Response Depot Network to Andijan, Uzbekistan.
32. The operational cost of this component is estimated at US\$ 765,742 (exclusive of ISC).

5. Project Management

33. The project will function under the WFP management structures and support system already in place in Kyrgyzstan:
- The Country Office Head of Operations will be the Project Manager for this special operation. The Country Director (OiC) will be the Funds Manager and the Head of Finance will be the Allotment Manager.
 - Delegation of authority will be provided, as required, to WFP Head of Operations/Emergency Coordinator in Uzbekistan to facilitate operational continuity.
 - The Regional Bureau as well as the Global Logistics Cluster Support Cell, the Emergency Telecommunications and Aviation units in Headquarters will provide operational and administrative support and will be responsible for oversight of the strategic operational activities.

6. Project Cost & Benefits

34. This special operation has a total cost of US\$ 4,431,378 and is expected to provide the necessary logistics and emergency telecommunications support to the humanitarian community's emergency response in Kyrgyzstan and Uzbekistan.
35. Operating costs are detailed in the budget attached as Annex 1.

7. Monitoring & Evaluation

36. Key performance indicators will be reported at the end of the project.
37. Both the Logistics and Emergency Telecommunications Clusters are overarching support sectors aiming at facilitating the implementation of programmatic activities. As

a result, while the monitoring plan to evaluate the project uses multiple measurable indicators, the methodology is reliant on the results of the organizations and Clusters supported. Logistics & ETC Cluster participants' feedback will be continuously taken into consideration and the overall strategy adapted to the requirements as required.

38. Indicators include:

- No. of organizations supported through logistics and emergency telecommunications services.
- Percentage of request for short term storage of relief cargo fulfilled versus requested.
- Volume/sq mt of storage space made available to the humanitarian community.
- No. of logistics hubs and operations support facilities established.
- No. of bulletins, maps and other Logistics information products produced and shared.
- Feedback on the quality of the information sharing tools made available to the humanitarian community.
- Number of airlifts performed versus requested.
- Number of passengers transported versus requests.
- Security telecommunications and back-up power equipment installed in all emergency operation centers and logistics hubs.
- Project plan prepared and approved based on initial assessment;
- Services clearly defined and communicated to humanitarian community;
- Services provided in a timely, predictable and effective manner and to both UN and NGO communities;
- Training programs on use of ETC services provided – and number of individuals and group training programs;
- Local ETC Working Group established and regular meetings held;
- Response team included graduates of the IT Emergency Preparedness and Response Management training program from UN agencies and NGOs;
- Stand-by partners deployed;
- Inter-agency/intra-cluster information management (IM) facilities established to serve ETC community.

39. Monitoring tools will include i) internal and external regular situation reports, ii) partners' surveys, iii) Logistics Cluster Website traffic (The Logistics Cluster Website may be used to host the Information management activities of the Logistics Sector.) and iv) projects evaluations. For relief cargo storage tracking, the Relief Items Tracking Application (RITA) will be used to ensure comprehensive data collection, analysis and reporting through WFP.

RECOMMENDATION

This Special Operation covering the period from 21 June to 20 September 2010 at a total cost to WFP of US\$ 4,431,378 is recommended for approval by the Executive Director with the budget provided.

APPROVAL

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Josette Sheeran
Executive Director