



WFP DEMOCRATIC REPUBLIC OF CONGO SPECIAL OPERATION SO 200456

Country:	Democratic Republic of Congo (DRC)
Type of project:	Special Operation
Title:	Logistics Cluster Coordination and road infrastructure repairs in support of WFP and the humanitarian community in DRC
Total cost (US\$):	US \$2,307,706
Duration:	12 months (01 July 2012 – 30 June 2013)

Executive Summary

Humanitarian needs in the DRC remain high as a result of conflict and violence in the eastern and southern parts of the country. In recent months significant levels of conflict-related displacements have occurred in North and South Kivu in eastern DRC, and Katanga in the southern part of the country.

The humanitarian community in DRC is actively engaged in providing assistance to vulnerable groups throughout the country. However access to beneficiaries is limited by the poor condition of infrastructure and security instability. In order to address issues of access in the area of logistics the Logistics Cluster lead by WFP has been active within country since 2005. The Logistics Cluster has played a key role in identifying and addressing logistical gaps and providing a coordinated logistics response to help ensure beneficiary needs are met.

This Special Operation 200456, planned for one year from 01 July 2012 to June 2013, intends to provide logistics support to the humanitarian community through logistics cluster activities under WFP's leadership. Given that most humanitarian activities are in remote areas presenting various logistics gaps and bottlenecks, and/or where security conditions prevent the humanitarian community from providing assistance to beneficiaries, a coordinated logistics response is therefore necessary.

In addition, there is need to rehabilitate selected roads and bridges identified by the humanitarian community as a priority for the delivery of food and NFI's to beneficiaries. In Equateur province the resettlement of Congolese returnees started in May 2012, and there have been requests for assistance in the form of food and non-food items. This Special Operation would provide support to those needs.

Project Background

1. Humanitarian needs in the DRC remain high as a result of recurring violence in the eastern and southern parts of the country. Katanga and the Eastern provinces in particular, have seen an increased number of internally displaced people (IDPs). According to OCHA¹ the number has reached two million individuals. Despite various efforts to bring peace to the war-torn country, and the implementation of stabilization programmes such as STAREC (Programme de Pacification, Stabilisation et de Reconstruction du Nord et Sud-Kivu) initiated in 2009, insecurity persists in the eastern region due to the presence of armed groups.

¹ OCHA, Press release, May 2nd 2012

2. Since the beginning of April 2012, military operations have been taking place in both Kivu (North & South) provinces aimed at bringing to justice dissident-defector army commanders responsible for humanitarian war crimes. The presence of armed militias along the roads in the two Kivus provinces and Katanga has limited the humanitarian community's access to beneficiaries.
3. In addition to these security constraints, the delivery of food and non-food items to beneficiaries is a major logistical challenge for the humanitarian community. This is due to limited infrastructure in most areas of intervention: including poor, impassable or non-existent roads which further deteriorates during the rainy season. Compounding the issue is the poor commercial land transport network in the country which is unable to meet the needs of the humanitarian community.
4. In 2006, WFP launched Special Operation Project 105560 to respond to the numerous logistics gaps and bottlenecks that faced the humanitarian community. The project, which ends in mid-2012 after seven revisions, included; the rehabilitation of roads and bridges, the rehabilitation of rail wagons and locomotives, the construction of whaleboats and ferries, the management of an interagency truck fleet, and the management of storage capacity. SO 105560 also provided for logistics cluster coordination and logistics services such as GIS & mapping, training, and coordination.
5. From the previous Special Operation WFP, as the lead agency for Logistics Cluster, has dedicated significant resources to improving logistics response within country and remains committed to maintain the needed structure to ensure the identification of logistics gaps and bottlenecks, coordination mechanisms and information systems, and provisions of assistance to the humanitarian community in solving and /or alleviating logistics impediments.

Project Justification

6. Based on lessons learned and the best practices developed under the former SO 105560, WFP aims to continue to respond to the current logistics challenges in DRC with the following activities: (i) Logistics Cluster coordination, and (ii) the rehabilitation of roads and bridges vital for the transport of relief commodities in the eastern and southern provinces of DRC.
7. WFP is mandated as the leader of the logistics cluster, and the demand from the humanitarian community for the provision of logistics services remains high. The logistics cluster in DRC has been identified by the humanitarian community as an essential forum for provision of key logistics services which includes; identification of infrastructures gaps, providing logistical access to remote areas, advisory services related to infrastructure rehabilitation projects and other logistics issues, and coordination of logistics capacity and information sharing.
8. WFP Logistics staff recently undertook surveys within the Eastern and Southern (Orientale, North and South Kivu, Katanga) provinces as well as the Maniema, the two Kasai provinces and the Equateur province of DRC which identified portions of roads that would need to be rehabilitated to facilitate the delivery of food to WFP beneficiaries and non-food items for humanitarian partners.

Project Implementation

9. This Special Operation addresses the aforementioned challenges by enhancing logistics cluster coordination services, and rehabilitation of key roads and bridges in support of humanitarian aid deliveries and activities of the humanitarian community.

Logistics Cluster coordination

10. In 2005, DRC was identified by OCHA and the Inter-Agency Standing Committee (IASC) as a pilot country for the new cluster approach. The DRC Logistics Cluster has been instrumental in identifying and addressing logistics bottlenecks and gaps. The Logistics Cluster is operational in Kinshasa and in the main provincial capitals Bukavu, Goma, Bunia, Mbandaka, Kalémie and Kindu with the aim of facilitating a coordinated logistics response on behalf of the humanitarian community. Around forty (40) organizations participate in the Cluster's activities and attend coordination meetings on a regular basis.
11. Projects aimed at solving logistics bottlenecks identified by various humanitarian organizations are prioritized, technically reviewed, and endorsed by the Logistics Cluster participants in order to be submitted to the donor community and the Common Humanitarian Funds (Pooled fund and Central Emergency Response Fund (CERF)). In 2011, approximately US \$ 4.5 million from the common humanitarian funds has been granted to projects submitted by the DRC Logistics Cluster participating organizations. The Logistics Cluster coordination cell based in Kinshasa has also provided a wide range of logistics information and mapping services to the humanitarian community.
12. In order to lead the Logistics Cluster the following staffing positions are required: a Logistics Cluster Coordinator (P4) assisted by an Information Manager Assistant, a Civil Engineer, and a Geographical Information Service (GIS) assistant. While at the provincial level, coordination of the Logistics Cluster falls under the responsibility of the Field Logistics Officers in their respective areas.

Road Infrastructure rehabilitation

13. Through this Special Operation WFP will continue to engage in emergency road repair. This activity will be implemented in order to facilitate operational continuity for WFP and its partners.
14. The DRC road network is in a poor condition. Many roads have not been maintained for many years and bridges are close to collapsing due to the lack of resources, bad weather conditions, and the absence of enforced regulations. The poor infrastructure and road network necessitates the carrying out of spot emergency road and bridges repairs to ensure continued food and NFI's aid deliveries by road
15. The logistics cluster has identified, as strategically important, segments of road in need of repair and / or rehabilitation. The identified roads are located mainly in remote and isolated areas and are in urgent need of emergency spot repair to allow the smooth delivery of humanitarian aid as well as commercial goods.
16. Under this Special Operation, WFP intends to rehabilitate 100 km of these roads at a cost of USD \$ 10,000 per km (unit cost is based on rates used by the government infrastructures cells, rehabilitation programmes, UN partners and logistics cluster guidelines). This would take place on the most strategic axes in order to secure better access to areas where humanitarian activities are concentrated. (See the attached map, annex 1.) This activity will be implemented by WFP partners, with technical support provided by state agencies, such as the Office des Routes (OR) and Direction Voies de Dessertes Agricole (DVDA), under the DRC Ministry of Infrastructures. WFP does not intend to engage in major road rehabilitation projects. Instead small scale rehabilitation projects will be implemented in order to facilitate operational continuity.

17. This activity is in line with the World Bank's recent analysis which has identified that spot repairs of rural infrastructure are the most cost effective means of providing access to communities while building their resilience and food security.
18. In addition, under the 2012 Pool Fund, an allocation of US \$ 191,692 has been granted to WFP for pot holes repair along an axis of 30 km of road, and the repair of a key bridge connecting Gemena – Zongo. This work will support the repatriation and assistance of Congolese returnees in Equateur province.
19. In 2010 the logistics cluster in North Kivu received a bulldozer as a donation from Caterpillar to be used by WFP and its logistics partners for road repair and rehabilitation. Provision for staffing costs and maintenance is included in this SO to keep the bulldozer operational.

Project Objective(s)

20. The primary objectives of this Special Operation are:
 - a) To provide adequate support to stakeholders operating in DRC through logistics cluster activities in order to ensure logistics information is provided and that identified logistics bottlenecks and gaps are efficiently resolved in a timely manner;
 - b) To facilitate access to beneficiaries by road in order to deliver food and non-food items to the neediest.

Project Cost and Benefits

21. This Special Operation will enable the logistics cluster to appoint qualified experts to manage the logistics response, reduce bottlenecks and logistics gaps, and facilitate an integrated and coordinated response to the humanitarian community requirements.
22. A Pool Fund allocation of US \$191,692 granted to WFP for the rehabilitation of roads and one bridge in Equateur province will be received under that new Special Operation project. In addition to facilitate the delivery of commodities, the repair would encourage the economic and social recovery of local communities.

Monitoring & Evaluation

23. The WFP logistics office in DRC will provide oversight to the implementation of this Special Operation, as well as serve as Project Manager.

The Country Director in DRC will act as the fund manager for this Special Operation while the Head of Finance will be responsible for the funds allotment.

The following key performance indicators will be used to monitor the implementation of this Special Operation:

- Number of km of roads and number of bridges rehabilitated in the selected provinces and territories.
- Number of logistics bottleneck identified and addressed by the cluster.
- Number of meetings held in Kinshasa and provinces where the cluster is activated.

Risk Assessment and Mitigation

24. A number of factors could impact the implementation of this Special Operation. The main risks identified are broken down below into contextual, programmatic, and institutional risks. Possible mitigation measures are also included below

Contextual Risks:

- a. Lack of qualified staff due to competence requirement for the cluster;
- b. Closure of access to roads and corridors due to heightening insecurity ; and
- c. National and local regulations issues resulting in delays in emergency roads repair.

These risks will be mitigated through:

- a. Availability of internal and external expert roster
- b. Advocacy to the Government cell in charge of Transport and Infrastructure.
- c. Support from the WFP Field Engineering Team in WFP HQ will provide the professional expert guidance as to meet the competency requirements of the cluster as required.

Programmatic Risks:

- a. Demands for common services exceeds current forecasts

These risks will be mitigated through:

- a. Ability to scale up staffing through rosters and identification of surge capacity;

Institutional Risks:

- a. Politicization of UN humanitarian efforts affecting the access.

This risk will be mitigated through:

- a. Requesting the HC/RC to intervene or resolve issues with the appropriate authorities on behalf of the humanitarian community.

Exit strategy.

25. The SO will come to an end by July 2013. The two components are expected to be completed by then.
26. The emergency road repair project in the selected provinces will be completed. The final handover of this component will be done to the appropriate institutions.
27. The need for the continuation of the Logistics Cluster coordination will be regularly reviewed with relevant humanitarian partners in order to make a decision on the possible phasing out, need for adjustment, or continuation.

RECOMMENDATION

28. This Special Operation covers the period from **01st July 2012 to 30th June 2013** at a total cost to WFP of US \$ **2,307,706** and is recommended for approval by the Deputy Executive Director, under the Executive Director's delegated authority.

APPROVAL

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Ramiro Lopes da Silva
Deputy Executive Director for Operations

Identified roads in bad conditions

