



WFP Philippines
SPECIAL OPERATION SO 200595

Country:	Philippines
Type of project:	Special Operation
Title:	Logistics and Emergency Telecommunications Augmentation in Response to Typhoon Haiyan in the Philippines
Total cost (US\$):	12,840,263
Duration:	6 months (15 November 2013 – 14 May 2014)

Executive Summary

On 8 November 2013, Super Typhoon Haiyan made landfall on the Philippines, tearing through 36 provinces, with the eye passing Eastern Samar, Leyte, Cebu, Iloilo, Antique, and Palawan. Torrential rainfall, powerful winds, and catastrophic storm surges raged through the country, inflicting a high human toll and causing unparalleled damage and destruction in vast areas.

As of 10 November, 9.5 million persons are reported to be affected across 9 regions, and 618,175 persons are displaced¹. Initial estimates are that 10,000 people are feared dead. The Government of the Republic of the Philippines has declared a “state of calamity” and requested international assistance in response to the devastating impacts of the Typhoon.

Through this Special Operation, WFP, as lead agency for the Logistics and Emergency Telecommunications clusters, will support the relief efforts of the Government of the Republic of the Philippines and the international humanitarian community. The operation provides for the assets, equipment, staff, systems, and facilities necessary to ensure:

- Logistics augmentation;
- Strategic deployment, set up and replenishment of operational support equipment;
- Logistics cluster information management and coordination;
- Provision of common services including support from the Logistics Cluster and UNHRD (cargo consolidation, handling storage, road, coastal transport, etc)
- Air transport services; and
- Emergency telecommunications augmentation;
- Emergency Telecommunications Cluster (ETC) information management and coordination;

¹ OCHA Philippines. “Philippines: Typhoon Haiyan Situation Report No. 4.”
<<http://docustore.wfp.org/stellent/groups/public/documents/ep/wfp260664.pdf>>.

- Provision of common ICT services including MOSS complaint telecommunications, data and voice connectivity in the affected areas.

Project Background

1. Typhoon Haiyan – a category five storm – was recorded as the strongest cyclone to ever make landfall. With gusts up to 275 kilometers per hour, the 600 kilometre-wide typhoon ripped through the country, with Eastern Samar and Leyte Provinces bearing the brunt of the damage. An estimated 10,000 people have died, mostly from drowning and buildings collapsing; the final death toll may be much higher. Tacloban City is the main focal area in need of immediate humanitarian assistance.
2. Typhoon Haiyan caused six-metre high storm surges and gale force winds that flattened hundreds of thousands of buildings. 70 to 80% of homes in the path of the typhoon were obliterated. Widespread flash floods, landslides, and wind damage were also reported. Fallen power lines and downed trees have rendered many roads impassable, seriously hampering relief efforts.
3. In many areas, there is no food, water, or electricity. Telecommunications and electricity services remain interrupted. Air and seaport infrastructure has been heavily damaged, with only military aircraft able to land in Tacloban. Initially needs assessments have prioritized Shelter, Food, Health, WASH, Camp Management, and Logistics support.
4. The availability of reliable and independent data and voice communications services were recognized as a priority for a successful humanitarian operation in response to the catastrophe caused by the Typhoon Haiyan in 2013.
5. Across the affected areas, more than 600,000 people are currently displaced. Rapid provision of emergency shelter is urgently needed, especially in light of more expected weather disturbances.
6. Security is a major concern, with reports of looting and shootings. Military and police escorts are required for the distribution of relief items.
7. WFP estimates that 2.5 million people, including displaced persons in earthquake-affected Bohol Province, will require immediate food assistance. Affected vulnerable, poor groups are at greater risk of future food and job insecurity.
8. WFP is working to organize strategic airlifts into the Philippines with food, and non-food items, including logistics equipment. Cebu airport will become the key hub for subsequent airlift into Tacloban.
9. These efforts are taking place against a backdrop of other situations already requiring food assistance in the Philippines. Since early November, WFP has been providing rice and fortified biscuits to about 173,000 people affected by October's Bohol earthquake. For the people displaced by fighting in Zamboanga, WFP is providing food to some 18,000 people. WFP's regular operations in the

Philippines separate from the Bohol, Zamboanga, and Typhoon Haiyan operations aim to reach 1.2 million people with food assistance this year.

Project Justification

10. Given the scale of the emergency and identified humanitarian needs, WFP seeks to augment its logistical and ICT capacity to ensure that sufficient staff and equipment are in place to support the relief operations of the humanitarian community and the Government of the Philippines.
11. Lack of access to the affected areas due to blocked roads and damaged infrastructure is a significant constraint on the ability of responding organizations to meet the needs of the affected population. Additionally, the geographic area affected by the Typhoon is extensive and includes multiple islands, increasing the potential for logistics obstacles on operations. This is further exacerbated by the difficulties in collecting information on the condition of transport infrastructure, and communications problems are limiting the ability to assess the logistics needs required to support the humanitarian response.
12. The main logistics needs identified include strategic airlifts and storage, road, air, and coastal transport services to reach affected areas. Additionally, logistics coordination and information services are required, as well as emergency telecommunications and the establishment of operational logistics hubs.
13. To avoid possible bottlenecks in the delivery of relief assistance, WFP will support the logistics efforts of the Government of the Philippines by offering the Government and the humanitarian community logistics, coordination, and information management support in its role as lead agency of the logistics cluster.
14. Additionally, primary findings have shown that the national telecommunications system and services in country were destroyed in the affected area with no confirmed timeframe on the restoration of these services by national operators. In addition, the increase of humanitarian workers in country required to have MOSS compliant communication infrastructure with services meeting the operational requirements for an effective response.
15. The ETC plans to address these gaps in five operational areas, namely Cebu, Tacloban, Roxas City, and another two locations to be confirmed.
16. Given the scale of the disaster, and consistent with its Cluster lead responsibilities, WFP urgently needs to augment its logistics and emergency telecommunications capacity to ensure that sufficient staff and equipment are in place

Project Objective(s)

The main objectives of this operation are to:

- Facilitate the efficient logistics coordination and information management in support of the humanitarian community under the Cluster approach.

- Facilitate the delivery of humanitarian assistance to the affected population by augmenting the logistics and Emergency Telecommunications capacity of WFP and the rest of the humanitarian community through the;
 - a. Provision of strategic airlifts;
 - b. Deployment, set up and replenishment of operational support equipment;
 - c. Deployment of sufficient coastal transport assets;
 - d. Deployment of sufficient air services to provide access to affected areas, deliver lifesaving cargo and facilitate aerial damage assessments;
 - e. Set up of cargo consolidation hubs consisting of temporary storage facilities, office space, MOSS-compliant emergency telecommunications equipment;
 - f. Deployment of logistics personnel;
 - g. To provide a coordinated, predictable, timely and efficient ETC response in the provision of standard data and security communications services;
 - h. To ensure comprehensive and reliable emergency telecommunications and data connectivity networks and services for the humanitarian community;
 - i. To improve the capability of the humanitarian community to coordinate the response, and operate throughout Philippines and its affected area.

The objectives of this Special Operation are linked to WFP's Strategic Objective 1 "Save lives and protect livelihoods in emergencies".

Project Implementation

17. WFP as the lead for Logistic and Emergency Telecommunications Clusters will set up coordination cells which will work closely with the government to identify gaps and bottlenecks in the humanitarian response.
18. This special operation accommodates the essential logistics and telecommunications requirements to ensure the delivery of key relief items to the affected population and the necessary logistics information management and coordination support to the Philippine Government and humanitarian community to respond to the crisis.
19. Given the rapidly evolving situation on the ground, the below implementation plan will be revised after its first month of implementation. The activities will include:
 - a. Strategic Airlifts for the deployment, set up and replenishment of operational support equipment:
In order to facilitate immediate deployment of the support equipment for the startup of the operations and other humanitarian relief items, this Special Operation makes provision for nine strategic airlifts from the United Nations Humanitarian Response Depot Network to the

Philippines. This operation will further allow the adequate scale up of UNHRD operations to ensure (i) immediate response and replenishment of prepositioning facilities and (ii) continuous and uninterrupted supply of relief items.

b. Operations and logistics hubs in the affected regions:

The Special Operation caters for the set-up of fully equipped operation centers that will include cargo consolidation and temporary storage facilities as well as office facilities and the associated telecommunications infrastructure required. The operation also provides for the necessary operations support equipment, including generators, pallets, tarpaulins etc.

c. Air services:

Three light/medium helicopters will be chartered for a period of one month in order to facilitate aerial damage assessments, move humanitarian personnel and provide lifesaving cargo. The aircraft will be deployed from within the region and therefore WFP will be able to have them operational in minimal time. Access to fuel in the affected area is limited. Hence fuel storage solutions, such as the deployment of fuel bladders or fuel tanks, will be implemented to facilitate local fuel storage, thereby allowing the aircraft to be based close to the response area. This will allow for maximum operational and cost efficiency. Suitable qualified WFP Aviation staff will be deployed to manage the air transport component of the Special Operation.

d. Coastal transport:

Multipurpose vessels will be chartered for one month, to operate out of Cebu to provide a reliable option for the provision of relief items to Leyte Island, to discharge in Ormoc and/or Tacloban. As the affected areas and geographical scale is better understood, landing crafts and/or vessels with the capacity to deliver cargo to coastal communities may be secured. Commercial barge capacities will be contracted as they are available.

e. Road transport:

Road transport is planned in form of shunting activities by road from vessel to Tacloban hub and other locations as required. The establishment of dedicated commercial fleets to secure humanitarian capacity is envisaged and catered for.

f. Logistics Cluster Coordination and Information Management:

Logistics cluster cells will be established in Manila, Cebu and Tacloban to include Logistics Cluster Coordinators and Information Management Officers. The Logistics Cluster will coordinate the logistics operation based on priorities set by the humanitarian community and the Philippine Government. Furthermore, the Logistics cluster will provide information management and GIS/mapping services, and a dedicated Philippines Operation page will be activated

on the Logistics Cluster website to disseminate vital information products to the humanitarian community.

g. Cargo Tracking:

The Logistics Cluster's Relief Item Tracking Application (RITA) will be deployed to monitor the transportation of relief cargo on behalf of the humanitarian community. A dedicated cargo tracking officer will be stationed in the Coordination Cell in Manila to support the implementation of RITA.

h. Civil Military Coordination: WFP and the Logistics Cluster will liaise with the National and international military entities to coordinate on all civil military issues. WFP and the Logistics Cluster will focus primarily on logistics operational and strategic coordination for the use of military assets in relief activities and for de-conflicting.

i. Emergency Telecommunications Cluster (ETC)

The ETC will establish a robust interagency emergency telecommunications systems and communication centers (COMCEN) in the operational hubs, provide coordination and training. Specifically, the component will:

- Provide the overall coordination of emergency telecommunications services through the deployment of a dedicated ETC coordinator;
- NGO Coordination provided in support to the ETC Coordinator by a dedicated ETC NGO Coordinator;
- Deployment of fully operational COMCENs that will provide both data/Internet service and common security communications services to the humanitarian community in Cebu, Tacloban and Roxas city, and another two locations;
- Recruitment and training of radio operators (5 per each location);
- Training of UN and NGO staff (in all new common operational areas) on proper use of "lifesaving" telecommunications tools and services.

Project Management

20. The Country Director will be the fund manager for this Special Operation. A Logistics Operations Coordinator has been appointed as project manager and who will be leading the different logistics services as per the organigramme in Annex 1. The ETC component will be managed by the ETC coordinator. The Country Director will be the Funds Manager and the Head of Finance will be the Allotment Manager.

Project Cost and Benefits

21. This Special Operation has a total cost of US\$ 12,840,263. This is expected to provide the necessary logistics and telecommunications support to life saving emergency operations in the Philippines.

Monitoring & Evaluation

The key performance indicators are:

- Volume of humanitarian cargo consolidated into strategic airlifts
- Quantity (mt) of cargo consolidated into strategic airlifts
- Number of logistics hubs established
- Number of agencies and organizations using storage facilities
- Volume (m3) of cargo moved through coastal services
- Quantity (mt) of cargo moved through coastal services
- Number of agencies and organizations using logistics coordination services
- Number of bulletins, maps, and other logistics information being produced and shared
- Number of aerial assessments carried out against number of requests;
- Tonnage of cargo transported against requested quantities;
- Number of passengers transported against number requested;
- The number of humanitarian organizations utilizing the service and number of locations served.
- Number of assessments conducted – Target: 5,
- Number of radio-rooms (COMCENs) established – Target: 5,
- Number of standard kits deployed – Target: 5,
- Number of common radio frequency licenses made available –Target: 17 HF, 5 VHF pairs, 4 VHF simplex,
- Percentage of operational areas covered by data communications services - Target 100% (access allowed, ETC network will cover above operational locations),
- Percentage of operational areas covered by common security telecommunications network - Target 100% (access allowed, ETC network will cover above operational locations),
- Number of UN agencies and NGOs provided access to data communications services - Target: 32,
- Number of UN agencies and NGOs provided access to the security telecommunications network - Target: 32,
- Number of partners using data services - Target: 32,
- Number of UN agency and NGO staff trained in radio communications – Target: 175 (Radio usage UN & NGO), and
- Number of Standard Operating Procedures developed and implemented - Target: 1 (Standard SOP).

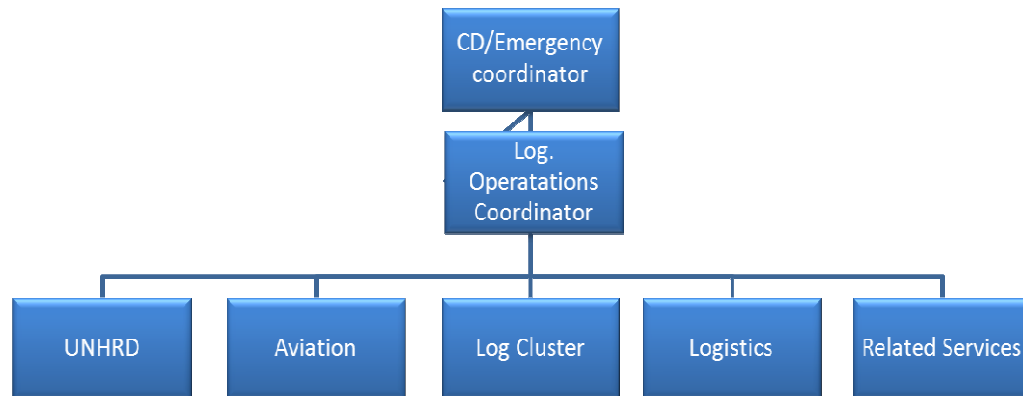
RECOMMENDATION

This Special Operation covering the period from 15 November 2013 to 14 May 2014 at a total cost to WFP of US\$ 12,840,263 is recommended for approval by the Executive Director with the budget provided.

APPROVAL

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Ertharin Cousin
Executive Director

Annex 1: Organigramme



PHILIPPINES
Visayas
Concept of Operations
as of 12 November 2013

Legend:

- Coordination
- Information Management
- Storage
- Road Transport
- Sea Transport
- Air Transport

Logistics Hub

- Logistics Sea Route
- Primary road
- Secondary road
- First Level Admin Boundary

Other Symbols:

- Port
- National Capital
- Intermediate Town
- Small Town
- Village
- International Airport
- Domestic Airport

Map Labels:

- Manila
- Tacloban
- Cebu
- Visayas
- Philippine Sea
- PACIFIC OCEAN
- Sibuyan Sea
- Visayan Sea
- Sulu Sea
- Bohol Sea
- Surigao Sea