



**WFP Pakistan**  
**SPECIAL OPERATION SO 200181**

Country:	Pakistan
Type of project:	Special Operation
Title:	Logistics and Telecommunications Augmentation, Aviation Services and Coordination in Support of the humanitarian community's Response to the Monsoon Floods in Pakistan
Total cost (US\$):	13,454,607
Duration:	13 August to 12 November 2010 (3 Months)

**Abstract**

The heaviest Monsoon rains in Pakistan's recent history, beginning on July 28, 2010, have led to widespread flooding causing loss of life, extensive destruction of homes and livelihoods and significant displacement of population. The flooding reportedly affected 13.8 million people, of which around 6 million are in need of immediate assistance. This is likely to change as needs assessment results become available.

The Government of Pakistan is leading rescue and relief efforts and the Pakistan National Disaster Management Authority (NDMA) has requested assistance from the humanitarian community. An Emergency Response Plan for Pakistan has been launched, with requirements of US\$459 million. The main obstacle remains access to affected populations due to severe disruption of logistics and communication infrastructure.

Through this Special Operation WFP will, in its capacity as Cluster lead for Logistics and Emergency Telecommunications (ETC) and on behalf of the humanitarian community, support the efforts of the Pakistani authorities. The operation provides for the assets, equipment, staff, systems and facilities necessary to ensure:

- A coordinated and effective logistics and telecommunications response.
- The provision of necessary logistics, aviation and ETC common services to fill identified gaps, to facilitate the timely delivery of live-saving assistance and support to those in need.

WFP Aviation in coordination with the Government of Pakistan will facilitate the transportation of relief workers and mobile medical teams, needs assessments and the delivery of urgent relief supplies to isolated populations in areas inaccessible by road. This will be undertaken in close coordination with the Pakistan Authorities, in particular through the National Disaster Management Authority and its respective interlocutors at the Provincial Level.

This Special Operation will have a duration of 3 months and a total estimated cost of US\$13,454,607.

## **Project Background**

1. The north-west province of Khyber Pakhtunkhwa (KPK) has been the worst affected thus far. Flood waters from the country's north-west have now moved south and reached upper parts of the Sindh province, where latest estimates from the Provincial Disaster Management Authority place the number of affected people at 1.3 million and 700,000 evacuated.
2. In eight affected districts of the Punjab Province, the estimated figure of over 1.8 million people is likely to rise. In Balochistan and Pakistan Administered Kashmir (AJK) these numbers currently stand at 400,000 and 200,000 respectively.
3. The flood wave is now passing through Guddu and Sukkur barrages with the potential threat of the Sukkur Barrage overflowing, meaning Sindh could face as much devastation as that seen in KPK and Punjab Provinces. The Government of Pakistan is putting the current death toll at over 1,600 people and this is expected to rise as water levels remain high and more rains are expected.
4. The Government of Pakistan has declared a state of calamity in several regions and requested international humanitarian assistance to deal with the affects of the monsoon season rains and has asked the United Nations Resident Coordinator to coordinate an international appeal and the international response.
5. Priority needs identified are potable water, food, non-food items (NFIs), water, sanitation and hygiene (WASH), storage facilities, shelter and health interventions.

## **Project Justification**

6. Infrastructure has been severely damaged by the rains and subsequent flooding. Assessments are ongoing, but assessment teams are unable to access many affected communities, which remain cut off from assistance. Roads and major bridges have been damaged or destroyed, leaving key districts inaccessible by surface transport. The difficult terrain, interrupted communications and lack of information on needs are hampering rescue and relief efforts.
7. For those areas inaccessible by road, the availability of air transport is crucial to ensure the timely delivery of assistance.
8. While Pakistan has robust telecommunications infrastructure and services under normal circumstances, these have been disrupted or are unavailable in many affected areas, adversely impacting safety, security, and operational capabilities required for coordinated humanitarian response.
9. Given the scale of the disaster, WFP urgently needs to augment its logistics and emergency telecommunications capacity to ensure sufficient assets and staff are in place to meet logistical and telecommunications requirements in support the humanitarian community.
10. The Government of Pakistan and NDMA have informed WFP and the humanitarian community that they have no objections to the use of WFP-managed air assets to support emergency operations on behalf of the humanitarian community.
11. There is a clear request from the humanitarian community, in particular non-governmental partners who have voiced concern regarding the lack of

humanitarian air transport to inaccessible areas. The ability to shuttle both relief items and humanitarian workers in a timely manner is crucial to the response. Thus the establishment of a United Nations Humanitarian Air Service (UNHAS), as per the request of the humanitarian community, is an integral part of the operation.

## **Project Objectives**

12. The objectives of this Special Operation are to:
- To enhance the coordination, predictability, timeliness and efficiency of the logistics response under the cluster approach.
  - To provide the crucial logistics, telecommunications and common services required to support the delivery of life-saving humanitarian assistance to flood-affected regions of Pakistan.
  - Provide the necessary aviation assets and services (cargo and passenger) to enable the humanitarian community to implement emergency relief activities in areas inaccessible by surface means.
  - Provide telecommunications capability for the humanitarian community to respond to the growing crisis.

## **Project Implementation**

13. This project is designed with four main components, which are outlined below.

### Logistics Cluster Coordination

14. Due to the scale of the emergency, the United Nations Humanitarian Coordinator has requested a Cluster Coordinator presence in the affected areas in addition to Islamabad. The existing Logistics Cluster coordination cell in Islamabad will be reinforced with a dedicated Information Management Officer while Logistics Cluster Coordination cells will be established in Peshawar (KPK Province) Sukkur (Sindh Province) and Multan (Punjab Province).
15. Logistics Coordination cells will work closely with the National and the Provincial Disaster Management Authorities to identify gaps and bottlenecks in the logistics response, as well as secure and manage the necessary logistics assets for use by the humanitarian community.
16. In this regard the (NMDA) has agreed to have the Logistics Cluster join the daily coordination meetings at the provincial level. WFP attendance, as representative of the Logistics Cluster, will enhance operational logistics coordination and interaction with national and international military entities on logistics issues and facilitate the use of logistics assets by the humanitarian community. This will include determining the placement of relief items on national air assets.
17. The Logistics Cluster will support the humanitarian community by coordinating the movement of relief supplies with Pakistan national authorities, thus providing the authorities with a single point of entry as per the terms of reference of the Cluster.
18. In addition, the Logistics Cluster will work in close cooperation with the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) civil-military liaison officer (also present in this coordination cell) to ensure that the

prioritization of relief items as agreed upon by the humanitarian community is truly reflected in the transport of assistance.

### Logistics Services

19. The Logistics Cluster will provide 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. These services will include the following:
  - Consolidating information on the overall logistics situation from the humanitarian community and local authorities, identifying 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.
  - Provision of logistics infrastructure GIS/mapping tools and products.
20. Additionally, the Logistics Cluster will facilitate local customs clearance procedures and tax exemptions for humanitarian relief consignments by providing the humanitarian community with updated information on local procedures and contacts for customs clearance brokers and agents.
21. WFP's existing storage capacity in Peshawar will be expanded in order to provide common storage facilities to replace storage space lost in at the PirPai Humanitarian Logistics Base due to the flood damage. Additional common storage facilities will also be established in Multan, Punjab Province, and in Sukkur, Sindh Province, with dedicated Logistics Cluster staff to manage the facilities. All these facilities will act as cargo consolidation points, offering short-term transit storage for humanitarian relief cargo, to ensure an unimpeded flow of assistance to the affected populations.
22. All cargo handled and stored by the Logistics Cluster will managed as per the priorities set by the Humanitarian Country Team and the Government of Pakistan.

### Aviation Services

23. WFP will provide aviation services to the humanitarian community through a variety of means for the movement of urgent relief cargo and personnel to areas rendered inaccessible by surface means. This will include the use of government and military helicopters for the movement of relief items, and the deployment of heavy-lift helicopters by UNHAS. The services may also include the contracting of commercial air cargo service providers and the provision of aviation fuel.
24. WFP Aviation will carry out an evaluation of all available Pakistan registered air carriers who operate helicopters to assess their appropriateness for the transportation of relief goods.
25. WFP Aviation assets and services will be based out of strategic locations in KPK and Punjab provinces and will be expanded to other areas as required.
26. Aviation staff with the necessary technical background will be deployed to coordinate and manage the aviation assets and services.

27. All cargo transported will be handled as per the priorities set by the Humanitarian Country Team and the Government of Pakistan
28. Aviation services will be rendered in close coordination with the relevant government authorities, and based upon the needs of the humanitarian community, to be adjusted as required,

#### Emergency Telecommunications Cluster (ETC)

29. The ETC will ensure robust interagency emergency telecommunications system and communications centres (COMCEN) in the common operational hubs. These centres will allow humanitarian workers to better coordinate assessments, rescue and relief operations in all the affected areas. Specifically, the project will:
  - Establish coordination cells, which will work closely with the Government to identify gaps and bottlenecks in the humanitarian response, as well as secure and manage the necessary common ETC assets for use by the humanitarian community.
  - Strengthen and maintain an operational and cost effective minimum operating security standards (MOSS) compliant common emergency telecommunications network in the affected areas.
  - Provide data communication services to the humanitarian community in an additional three locations in the affected areas.
  - Establish additional high frequency (HF) and very high frequency (VHF) radio communications centres, as well as strengthening existing centres for the humanitarian community in all common operational areas.
  - Utilize standardized information technology (IT) platforms and procedures to ensure the functionality of services and to avoid duplication and guarantee cost-effective services (MOSS compliant communications).
  - The ETC will deploy a dedicated ETC coordinator to oversee services provided on behalf of the humanitarian community.
  - Establish information management tools and services for the dissemination of information to benefit the humanitarian community.

#### **Project Management**

30. The head of logistics will be the project manager for this special operation. The country director will be the funds manager and the head of finance will be the allotment manager. In addition, a senior information and communications technology (ICT) officer will be appointed to manage the telecommunications component of this operation.
31. Passenger and cargo booking are to be made through the WFP air cell.
32. The WFP aviation service (ODLA) based in Rome will be responsible for the contracting and provision of the external air assets and crew used in the operation.
33. The chief air transport officer (CATO) will be managing the operation locally; the CATO will provide operational reports to ODLA as well as to the funds manager.

## **Project Cost & Benefits**

34. This Special Operation has a total cost of US\$13,454,607 and is expected to provide the necessary logistics and telecommunications support to life-saving emergency operations in Pakistan.

## **Monitoring & Evaluation**

35. The key performance indicators are:

- Total storage space made available (m<sup>3</sup>)
- No. of logistics hubs established
- No. of agencies and organizations using storage facilities
- No. of agencies and organizations utilizing Logistics coordination services
- No. of bulletins, maps and other Logistics information produced and shared
- Volume (m<sup>3</sup>) of cargo moved through logistics common services
- Percentage of requests for storage services fulfilled
- Percentage utilization of the contracted hours of aircraft
- Percentage of requests for air transportation (cargo) fulfilled
- No. of agencies and organizations using aviation air services
- Percentage of requests for medical and security evacuations fulfilled
- Percentage of United Nations agencies and NGOs in the operational area provided with telecommunications services
- No. of operational areas provided with data communications services
- ETC services clearly defined and provided to the humanitarian community in a timely, predictable and effective manner
- Information management facilities established to serve the ETC community
- No. of United Nations agency and NGO staff trained on the use of the ETC services provided

36. A compliance and cost-effectiveness mission will be conducted by the end of the operation.

37. Operational reports will be provided on a regular basis.

## **RECOMMENDATION**

This Special Operation covering the period from 13 August to 12 November 2010 at a total cost to WFP of US\$13,454,607 is recommended for approval by the Executive Director with the budget provided.

## **APPROVAL**

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Josette Sheeran  
Executive Director