



## WFP SOUTH SUDAN SPECIAL OPERATION SO 200778

Country:	South Sudan
Type of project:	Special Operation
Title:	Logistics Cluster Activities in Support of the Humanitarian Community in South Sudan
Total cost (US\$):	<b>\$34,861,685</b>
Duration:	1 year (January 2015 – December 2015)

### Executive Summary

1. Since 15 December 2013, the humanitarian situation in South Sudan has deteriorated due to ongoing conflict. As of October 2014, over 1.4 million people have been displaced from their homes. The peace process continues but has not yet resulted in an effective end to hostilities on the ground. Life threatening needs exist across the country, however are highest and most complex in the areas directly affected by conflict.
2. Scarce resources, poor infrastructure, lack of systematic information and the large number of humanitarian organizations acting relatively independently, coupled with the scale of the overall humanitarian operations, requires a coordinated logistics response to ensure effective and efficient delivery of humanitarian assistance to affected persons.
3. The Special Operation (SO) will facilitate the delivery of humanitarian assistance to affected persons by augmenting the capacities of the wider humanitarian community through logistics information management, coordination support, and common services (transport and warehousing), where necessary, to respond to the crisis.
4. This SO will have a duration of one year covering the period from 01 January 2015 to 31 December 2015 at a total cost to WFP of US\$34,861,685.

### Project Background

5. The humanitarian situation in South Sudan has deteriorated significantly since the 15 December 2013 when violence erupted. Since mid-December, the conflict has forced some 1.4 million people from their homes (UNOCHA).
6. With active hostilities ongoing, access via surface level transport (river and road) has been significantly impeded due to insecurity. This has left the humanitarian community with limited options to deliver lifesaving cargo to the displaced populations scattered across the country. Delivery of humanitarian supplies via main supply routes has been significantly disrupted and the

humanitarian community has been forced to explore alternative transportation options to respond to the needs of the people.

7. In addition to security constraints, the complex operating environment presents further challenges in terms of delivering large quantities of humanitarian aid on behalf of an unprecedented number of humanitarian organizations. The poor infrastructure severely impacts the humanitarian response. During the rainy season, over 60% of the entire country becomes inaccessible by surface travel due to the poor road conditions and key response locations become completely cutoff. Ongoing insecurity and active violence continue to affect the majority of South Sudan's weak road network, isolating communities and people in need, and rendering the provision of humanitarian assistance extremely difficult as most areas are only accessible by air.
8. The Logistics Cluster activities in South Sudan were originally funded under Special Operation 200361. This new Special Operation will be launched to respond to needs, taking into account the current humanitarian situation. Based on experience from 2014, main activities in 2015 will include inland road transport, river transport, airlift services, storage capacity, infrastructure spot repairs, and coordination and information management.

### **Project Justification**

9. Given the logistics complexity of this operation; scarce resources, poor infrastructure, lack of systematic information and large number of humanitarian organizations that operate relatively independently, coupled with the scale of the overall humanitarian operations, a coordinated logistics response is required to ensure effective and efficient delivery of humanitarian assistance to affected persons.
10. There are over 255 non-government organizations (NGOs) – including 149 international and 106 national organizations (South Sudan NGO Forum), as well as 21 UN agencies and international organizations currently providing assistance across the ten states of South Sudan. Since the crisis began in late 2013, the Logistics Cluster has played a crucial role in enabling the humanitarian community to deliver their emergency response programmes by providing coordination, IM services, and logistics services, especially in the three states heavily affected by the conflict (Upper Nile, Unity, and Jonglei).
11. South Sudan, a country of roughly 650,000 km<sup>2</sup>, has a very underdeveloped infrastructure. The poor infrastructure, combined with the lack of road maintenance and the lengthy rainy season (May to November), makes 60% of the entire country inaccessible by surface transportation. More specifically, during the rainy season, in the main emergency response locations (Unity, Upper Nile, and Jonglei), overland transport is essentially cutoff. Additionally, the river ports throughout the country are very basic and often lead to transportation delays.

12. Insecurity surrounding the ongoing conflict, particularly in Upper Nile, Unity and Jonglei, restricts the movement of humanitarian personnel and cargo and impedes the delivery of relief items and food assistance.

### **Project Objective**

13. The main objective of this Special Operation is to ensure a coordinated, effective, and cost efficient logistics response through the cluster approach.

### **Project Implementation**

14. This Special Operation is for the duration of one year which links directly with the humanitarian community's Strategic Response Plan (SRP) for 2015. The SO will facilitate the delivery of humanitarian assistance to affected persons by augmenting the capacities of the wider humanitarian community through logistics information management, coordination support, and common services, where necessary, to respond to the crisis.
15. The Inter-Cluster Working Group (ICWG) dictates the priority locations and sectors (i.e. WASH, Health). The Logistics Cluster uses this information to consolidate cargo and task the appropriate asset for the delivery. The Logistics Cluster will work closely with UNHAS for technical implementation and to ensure the maximum utilization of the aircrafts, including joint use of air assets with UNHAS/WFP whenever needed and possible.
16. Based on experience in 2014, there is a need for the Logistics Cluster to work with partners to improve the overall supply chain by ensuring forward planning is done. Early in the 2014 response, the forward planning/pipeline forecasts were not provided by organizations; it only became embedded in organization's planning as of late 2014. The visible pipeline forecasts will serve as a mitigating measure to work towards the prevention of the build-up of a large cargo backlog. The new tracking system (RITA) provides better oversight and monitoring of relief items.
17. The Logistics Cluster will work closely with WFP Logistics regarding the establishment of prepositioning hubs. In order to minimize the reliance on air assets in the rainy season, the Logistics Cluster will support the humanitarian by providing advisory services and storage capacity for the prepositioning of supplies in key response locations. This project will align closely with the humanitarian community's integrated logistics plans in addition to the prepositioning plan for 105.
18. Given the rapidly evolving situation, the below implementation plan will be reviewed and revised as necessary. The SO activities will be as follows:

#### Logistics Cluster coordination and information management

19. The Logistics Cluster will also facilitate weekly Cluster meetings at the national level in Juba. In order to increase coordination and field level presence, the Logistics Cluster will add two additional operational hubs in major response areas (i.e. Bentiu, Malakal, Rumbek, Bor, Juba, etc.) that are

staffed and managed by the Logistics Cluster directly. These hubs will function as sub-clusters where cargo will be received and dispatched, coordination meetings will be held, training opportunities will be offered, and information will be fed back to Juba.

20. The Logistics Cluster will provide information management services with the aim of supporting operational decision making to improve the efficiency of the logistics response. These services will include the following:

- Rapid dissemination of logistics information related to customs and tax exemption, as well as guidance to partners;
- Consolidate information on the overall logistics situation from the humanitarian community and identifying logistics gaps and bottlenecks;
- Provision of logistics infrastructure Geographic Information Systems/mapping tools and products;
- Provide an information platform for logistics activities related to cash and voucher operations such as supply chain and market capacity assessments;
- The Relief Item Tracking Application (RITA) will be utilized to monitor/plan/track cargo movements.
- Provide updated information on operational data, such as road closures and entry points, through the publication of situation updates, meeting minutes, snapshots, flash news and briefings and share with partners via a purpose built mailing list and website (<http://logcluster.org/ops/ssd11a>).

#### In-land Road Transport Services

21. The Logistics Cluster will facilitate the delivery of supplies by road, through external entities (humanitarian partner, commercial transport provider, etc.) that can avail of sufficient transport services on a cost recovery basis/commercial rates. The Cluster will provide information to organisations regarding available transport operators and coordinate humanitarian convoys, as and where necessary. Shunting services in the major hubs, where the common transport fleet is located, will remain free-to-user.

#### River Transport Services

22. River access has been accessible as of August 2014. The Logistics Cluster will continue to coordinate barge/boat movements using the Nile ex Juba to Malakal/Melut (Upper Nile state) route. Currently, the market to rent boats/barges is limited. To avoid competition for assets between humanitarian actors, the Logistics Cluster will continue to consolidate all barge cargo requests. Until the river transport market further develops, these services will be provided on a free-to-user basis. Based on forecasts received by Logistics Cluster partners, it is expected that a monthly Cluster barge will be organized; the first six rotations, if necessary, will be operated on a free-to-user basis.

#### Airlift services

23. Following the 2015 prepositioning plan of the main organizations, a limited amount of air services will be necessary as prepo plans do not cover all locations due to the security environment and risks involved. As such, the Logistics Cluster will plan to provide common airlift services (free-to-user) to the humanitarian community. Working through WFP Aviation, air assets will be mobilized based on the delivery needs of the humanitarian community. The needs will be formulated by the pipeline forecasts provided by partner organizations to the Logistics Cluster. The Cluster will work extensively with partners to ensure the timely submission of the forward planning pipeline to indicate their cargo airlift needs. Due to the uncertainty in security and the expectation that the deteriorated road infrastructure will continue to limit road transport, airlifts will be free-to-user for the in country fleet as a last resort option to ensure the humanitarian community has access to key response locations. Specialized aircrafts brought in-country for the transportation of specific items (i.e. prefabricated units/items) will be on a cost recovery basis.

#### Storage Capacity

24. The humanitarian community has identified the need for common storage facilities, as there is a significant warehousing gap in South Sudan. The Logistics Cluster will continue to provide storage capacity to humanitarian partners (free-to-user). The common storage provision is an essential component of this SO as it will allow for an increased level of coordination and effective and efficient tasking of assets. The use of common storage facilities will further support the humanitarian community by eliminating competition for scarce resources. Due to the emergency nature of the current situation and limited storage capacity in country, storage capacity will be provided to partners for a limited amount of time to allow many users to access these services. The Logistics Cluster has already partnered with other humanitarian organizations for the management of the common warehouses in certain locations. Mobile Storage Units (MSUs) will/can be made available for purchase/loan to individual organizations and a stock will be maintained for quick field deployment. The Logistics Cluster will work with the humanitarian community to support their planning in terms of prepositioning during the dry season and will provide free-to-user storage at those locations where the main organizations (i.e. WFP) have decided to preposition commodities.

#### Infrastructure Spot Repairs

25. Based on experience from 2014, this SO will include a small provision (approximately US\$1 million) for emergency spot repairs in key locations in response areas in order to keep prioritized and essential operations running. These works will be carried out by a partner and will be limited to minor works (grading, water channeling etc.).
26. The Logistics Cluster, in close coordination with WFP and other infrastructure partners, will establish an infrastructure-working group to prioritize any infrastructure works undertaken.
27. Through OCHA and WFP, the Logistics Cluster will maintain necessary linkages with the government.

## **Common Service Providers**

28. The Logistics Cluster will be responsible for the coordination and tasking of a range of common services offered by humanitarian organizations working as common service providers of the Logistics Cluster. The following services will be offered to cluster participants (free-to-user) through other partners:
- a) UNOPS Emergency Response Unit (ERU), through their own project in the SRP, will conduct emergency spot repairs/infrastructure rehabilitation as tasked by the Logistics Cluster.
  - b) IOM will offer common trucking services to the humanitarian community, through their own project in the SRP. The Logistics Cluster, based on information from the ICWG, will determine the locations of the assets.

## **Free-To-User and Cost Recovery Service Provision**

29. Due to the fluid and rapidly changing environment, the Logistics Cluster will employ a two-pronged approach to logistics service provision combining free-to-user and cost recovery mechanisms dependent on the prevailing situation at the time. This approach ensures the right type of logistics service provision is provided to partners in the right context. In cases where crisis hotspots occur, infrastructural impediments arise or critical disruption to the local transport market takes place; free-to-user services providing increased agility will be pursued. However, as the humanitarian response evolves, the local transport market adapts and partners adjust their supply-chains to respond, cost recovery services will be pursued. The employment of either mechanism will be reached through a consultative process with key stakeholders.

## **Project Management**

30. The WFP South Sudan Country Director will be the fund manager for this Special Operation and the Head of Finance will be the Allotment Manager.
31. The WFP South Sudan Chief of Logistics & Operations will be appointed as project manager and will oversee/monitor Logistics Cluster activities being implemented by the Logistics Cluster Coordinator.

## **Exit Strategy**

32. Warranted by the security situation, humanitarian scenario, and the economic circumstances, the Logistics Cluster will work to transition services from free-to-user to cost recovery through other humanitarian organizations and/or the commercial market. Key indicators to dictate the phase out of the Logistics Cluster free-to-user services will be the increase in logistics assets in the market, improvement of infrastructure, and increased availability of logistics information.

33. When feasible, the Logistics Cluster will transition from providing logistics/transport services and focus on acting as an information platform to assist humanitarian organisations to make informed logistics decisions and obtain the necessary information.

### **Project Cost and Benefits**

34. This Special Operation has a total cost of US\$34,861,685. The project will provide the following benefits to the humanitarian community:
- Coordinated logistics response to improve the flow of relief items to the affect populations;
  - Increased information products regarding bottlenecks, customs/tax regulations, and mapping;
  - Storage capacity to ensure the humanitarian community can respond in an effective manner;
  - Increased logistics capacity in terms of river transport and airlift (fixed and rotary); and
  - Optimized utilization of existing logistics capacities

### **Monitoring & Evaluation**

35. They key performance indicators for the Logistics Cluster response of this SO are as follows:
- No. of Service Request Forms (SRFs) executed per month (target: 100)
  - Average period from receipt of the Service Request Form (SRF) until delivery per modality (target: air: 15 days; barge: 45 days)
  - Volume of storage space made available to partners (target: 10,000 cmb)
  - No. of users of the Logistics Cluster services (target: 75)
  - No. of information products (target: 250)

### **RECOMMENDATION**

This Special Operation covering the period from 01 January 2015 to 31 December 2015 at a total cost to WFP of US\$34,861,685 is recommended for approval of the Executive Director.

### **APPROVAL**

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Ertharin Cousin  
Executive Director