



## WFP Nepal SPECIAL OPERATION SO 200999

Country:	Nepal
Type of project:	Special Operation
Title:	AUGMENTATION OF NATIONAL AND DISTRICT LEVEL EMERGENCY LOGISTICS PREPAREDNESS IN NEPAL
Total cost (US\$):	\$7,236,836
Duration:	26 months (November 2016- December 2018)

Cost (United States dollars)	
Capacity development and augmentation	\$5,338,821
Direct support costs	\$1,424,577
Indirect support costs	\$473,438
<b>Total cost to WFP</b>	<b>\$7,236,836</b>

### Executive Summary

This Special Operation (SO) has been prepared in order to build on the preparedness work undertaken by WFP and the Government of Nepal in 2013-2015 having applied lessons learned from the 2014 flood and 2015 earthquake responses.

A study conducted by UNICEF, DFID and WFP revealed the prepositioning of emergency supplies prior to the 2015 earthquake yielded significant return on investment including a crucial saving of time at the start of the response<sup>1</sup>.

Additionally, at the World Humanitarian Summit 2016, there was consensus that nations must invest in prevention and risk mitigation as well as make better use of regional cooperation to facilitate a faster, more culturally sensitive response.

This SO is in line with WFP's vision to sustainably enhance national-level emergency logistics capacities to respond to future emergencies. Through the four main areas of activity, this project will help alleviate the impacts of the future disasters on the Nepalese population.

These activities, will be carried out over a 26-month period, the success of which will depend on funding and the robust engagement of key partners including the Government of Nepal, national and local agencies, regional inter-governmental organizations, civil society organizations and the private sector.

Objectives of the SO include:

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<sup>1</sup> UNICEF, WFP and DFID in collaboration with the Boston Consulting Group. *UNICEF/WFP Return on Investment for Emergency Preparedness Study*. January, 2015, 34 p. Available at: [http://www.unicef.org/publications/index\\_81164.html](http://www.unicef.org/publications/index_81164.html)

- Establishment of a national humanitarian logistics ‘backbone’ including a humanitarian staging area network with facilities at international points of entry into Nepal and prepositioned mobile logistics hubs ready for rapid deployment into affected areas nationwide.
- Focuses on the improvement of knowledge of Nepal through gathering relevant and accurate data based on field work and scientific researches.
- Government and clusters partner training in humanitarian supply-chain management with a strong emphasis on district-level training for autonomous implementation of emergency logistics operations by district governments and NGO partners.
- Engagement with national and regional food reserves during small, medium and large-scale emergencies, ultimately reducing reliance on internationally imported assistance.

The activities budgeted under CD&A include a) procurement of ten Mobile Logistics hubs to be prepositioned across the country containing the necessary equipment for simulation and technical trainings (38% of total CD&A), b) establishment of two Humanitarian Staging Areas in Nepalgunj and Bhairahawa Airport which will be strategic points of international entry for road and air cargo respectively (23% of total CD&A), and c) Staff costs support all the activities (39% of total CD&A).

The items covered by DSC include a) Support staff (60% of total DSC), b) Facility rental and other related recurring costs (31% of total DSC) and c) Security costs (9%).

## **Project Background**

1. The 2014 Annual Disaster Statistical Review<sup>2</sup> listed Nepal as among the top ten most disaster-affected countries in the world, both in terms of mortality and number of events.
2. Nepal is exposed to recurrent local disaster events. Annually, floods, landslides, epidemics and wildfires affect Nepal, and have a significant impact on livelihoods of vulnerable populations. Additionally during the 1983-2013 period, water-induced disasters and epidemics –mainly caused by contamination of water sources– have contributed for 19,907 deaths for a total of 23,705 lives lost to different disasters in Nepal.<sup>3</sup>
3. Seismologists have warned of significant risks of future earthquakes of equal or larger magnitude than those experienced in 2015. This combined with potentially increased risk of flooding and landslides as a result of climate change dictate the need for increased operational preparedness for future emergencies.
4. In late 2013 WFP Nepal launched a humanitarian logistics and telecommunications preparedness project.<sup>4</sup> The project prioritized preparedness to a government-agreed Kathmandu Valley earthquake scenario, whilst maximizing flexibility in the event of humanitarian emergencies affecting other areas. Still underway at the time of the 2015

<sup>2</sup> The *Annual Disaster Statistical Review* is published annually for data collected the previous year – at time of writing 2014 was the most recent published. Available at: <http://www.preventionweb.net/publications/view/45812>

<sup>3</sup> Government of Nepal, Department of Water Induced Disaster Prevention. *Annual Disaster Review 2013*, July 2014, p.7, available at: [http://reliefweb.int/sites/reliefweb.int/files/resources/DWIDP\\_Review\\_2013\\_Book\\_All\\_Pages\\_Final.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/DWIDP_Review_2013_Book_All_Pages_Final.pdf)

<sup>4</sup> See *Augmentation of Kathmandu Valley Emergency Logistics and Telecommunications Common Services* (Project Document), Available at: <http://bit.ly/1sqzlyV>

Nepal earthquake, this project provided capacities that were utilized from the first day of the response, and which were instrumental in mitigating bottlenecks in the delivery of humanitarian assistance.<sup>5</sup>

5. Since the deactivation of the Logistics Cluster at the end of May 2016, WFP Nepal has continued to support and coordinate logistics for the humanitarian community across the country throughout WFP Service Provision mechanism on cost recovery basis.
6. Lessons learned during the 2015 earthquake response and Logistics Capacity Assessment (LCA) conducted in 2016 by WFP revealed significant limitations in national infrastructure, primarily airports and road networks, likely to adversely impact future large and medium-scale emergency response operations.

### Project Justification

7. While capacity gains delivered by the 2013-2015 WFP EPR project proved crucial in facilitating a timely 2015 earthquake response, significant logistics capacity gaps evidenced by the flood and earthquake responses and the recently completed LCA, remain and are outlined below.
  - a. While the Kathmandu Humanitarian Staging Area (HSA) was successful in alleviating logistical bottlenecks at Nepal's only international airport (Tribhuvan International Airport, TIA), its primary purpose was for reception of air cargo serving the Kathmandu Valley area. The Kathmandu facility was therefore of limited utility in receiving **international overland cargo from India** and **is not strategically positioned to respond to emergencies further away from the capital**.
  - b. **Congestion at TIA airport** remained an issue during the response, moreover, with flights outnumbering available landing slots in the early stages. Ongoing work by the Government of Nepal to establish a second (by 2018) and third (by 2020) international airport will alleviate this risk, however planning for receipt of humanitarian cargo at these new locations is required.
  - c. Mobile logistics hubs were central in the establishment of response operations in earthquake-affected districts in 2015. Equipment utilized for these hubs could be applied for future responses but equipment requires refurbishment and strategic **prepositioning outside of the Kathmandu Valley**, and **forward planning and site agreements are needed** for their use in potentially affected areas.
  - d. During the 2015 earthquake response, the utilization of porters and pack-animals to reach remote earthquake affected communities, played a critical role in the response. Moreover, the **Remote Area Operation (RAO)** allows to map these areas. There is however a need to gather further information, including trail mapping data particularly, for those **routes less known in the northwestern part of Nepal**.
  - e. National-level emergency logistics training implemented in 2013-2015 proved effective in establishing partnerships and response capacities in Kathmandu. The 2015 earthquake response demonstrated that district-level operational training has the

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<sup>5</sup> A DFID Response Monitoring Report for example cited the Kathmandu Humanitarian Staging Area developed by the project as having "made a difference in this response" (report available on request). See also *Nepal: Lessons Learned Report*. Logistics Cluster, January 2016, available at: [http://www.logcluster.org/sites/default/files/logistics\\_cluster\\_nepal\\_lessons\\_learned\\_report\\_160121.pdf](http://www.logcluster.org/sites/default/files/logistics_cluster_nepal_lessons_learned_report_160121.pdf)

potential to result in important and sustained improvements in **the efficiency and autonomy of district-level governments and NGOs** in establishing local response operations following small and large-scale emergencies.

- f. Significant challenges were experienced in procuring and importing international food assistance sufficient to meet the requirements of the 2015 earthquake response. **Effective utilisation of national and regional food reserves** might have mitigated these challenges had necessary agreements and commodity management procedures been in place.

## **Project Objectives**

The objective of this SO is to build the national and district level emergency logistics capacities to respond to future emergencies.

This objective is linked to WFP's Strategic Results Framework and aligns with Strategic Objective SO3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs.

The SO is also aligned with the Sustainable Development Goals (SDG) supported by the WFP, especially SDG17, which aims to promote stronger partnership and capacity development effort.

## **Project Implementation**

8. The project will be undertaken over 26-month period and includes activities within the four areas outlined below.
9. **Area 1: Facilities and Equipment:**

The HSA project will be extended from the present Kathmandu Valley area to a **national-level humanitarian logistics 'backbone'** serving at-risk areas including:

### **a. Humanitarian Staging Area Network**

- i. A **second humanitarian staging area will be established at Nepalgunj**, a strategic point of international entry for road cargo. This facility will complement the existing HSA in Kathmandu and will provide a storage location for mobile logistics hubs, facilities for prepositioning of national and international partner relief items, as well as reception and transshipment of international assistance for onward dispatch to district hubs via land and air.<sup>6</sup> The facility will also be used as a site for emergency logistics practical trainings and to preposition mobile logistics hubs.
- ii. A **third humanitarian staging area will be positioned at Bhairahawa Airport**, currently under renovation by the Civil Aviation Authority of Nepal (CAAN) and scheduled for inauguration as Nepal's second international airport in 2018. Once operational, this location will serve as a secondary point of entry for international air cargo.

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<sup>6</sup> Via Nepalgunj's domestic airfield.

## **b. Mobile Logistics Hubs**

- i. Emergency logistics storage and handling equipment deployed during the 2015 earthquake response will be refurbished, repackaged and repositioned as mobile logistics hubs.
- ii. **Mobile hubs will be positioned at humanitarian staging areas and potentially other sites** co-located with partner-prepositioned stocks, in accordance with a preparedness strategy agreed with the Government of Nepal and cluster counterparts.
- iii. Response planning and deployment of the mobile logistics hubs will include strong complementarity with civil-military logistics planning underway by the Nepalese Armed Forces and international military counterparts.

## **10. Area 2: Information and Data Preparedness:**

- a. WFP will compile data acquired during the 2015 earthquake by RAO and undertake **additional humanitarian logistics capacity assessments and alpine trail mapping**.
- b. Remote areas will be prioritized by vulnerability and exposure to risk in agreement with national and district government, UNHCT contingency planning parameters and available scientific analysis of hazard risk.<sup>7</sup> This information will be made available to government and humanitarian counterparts and will support other projects.
- c. Nepal hazard risk is widely studied by scientific. However, the access to these data and scientific research results is limited. Establishing a collaborative network, including the humanitarian stakeholders in Nepal and the scientific researchers conducting risk analyses, will allow to facilitate the access to this information. For example, as part of this project, it will support the choice of locations to preposition the mobile hubs.

## **11. Area 3: Skills and Training:**

- a. The WFP Emergency Logistics and ICT training program implemented at the national level from 2013-2015 will be expanded to include district-level training. Trainings will range from logistics management through to technical modules and include emergency simulations.
- b. Target audiences will encompass government, NGOs and Nepal Red Cross Society (NCRS) officials mandated with district-level emergency management. Training objectives will include development of sustainable operational capacities and increased autonomy of district responders in managing planning, preparedness and implementation of logistics operations in response to disasters.

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<sup>7</sup> Districts less-frequented by tourism industry and private sector actors are likely to figure prominently due to the paucity of information in these remote regions.

- c. To support these trainings, the project offers the:
  - i. HSA compound with an operation room for simulations and response training;
  - ii. Mobile hubs prepositioned across the country containing the necessary equipment for simulation, maintenance and technical trainings.
  - iii. The WFP Emergency Logistics Training Curriculum developed by WFP's Regional Bureau for Asia Pacific.

## **12. Area 4: Institutional Strengthening**

- a. WFP will engage with the Nepal Food Cooperation (NFC)<sup>8</sup> and the South Asian Association for Regional Cooperation (SAARC) Food Bank<sup>9</sup> to identify, agree and implement actions to strengthen the capacities of both institutions and to ease the access to commodity during emergencies. WFP's engagement will apply lessons from similar engagements in Bangladesh and The Philippines, including:
  - i. Agreements and procedures for the use of NFC National Food Reserves by humanitarian actors during large-scale emergencies, to mitigate reliance on international importation of assistance and reduce procurement lead-times. It may also include capacity strengthening of NFC in order to track and manage stocks;
  - ii. Assess SAARC mechanisms and support operationalization of the Food Bank Agreement, including technical agreements and commodity management procedures to permit efficient utilization of food bank reserves by NFC and the Government of Nepal in the event of humanitarian emergencies.

## **13. Project implementation will be supported by integrated planning for maintenance of capacity gains following project closure, including:**

- a. Facilities and Equipment: Financial planning and revenue models are developing for non-emergency sustainability of the Kathmandu Valley HSA, proposed Nepalgunj and Bhairahawa HSA's, and prepositioned mobile logistics hubs. Construction and procurement activities will be in accordance with WFP Construction/ NFI Procurement Manuals, which includes close coordination and collaboration with HQ Engineering, Procurement and Legal Units.
- b. Information and Data Collection: Data collected will be made available to local communities, district and national levels governments and the humanitarian community. WFP will actively explore partnerships with local government and development organizations, as well as the scientific community and private sector.
- c. Skills and Training: Under the umbrella of relevant government entities, the training programmes will apply WFP's regional curriculum and training of trainers (ToT). It aims to develop a group of trainers at the national and regional levels as well as

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<sup>8</sup> See: <http://www.nfc.com.np>

<sup>9</sup> See: <http://dfpd.nic.in/saarc-food-bank.htm>

throughout the NGO communities. All training course materials, exercises and facilitator guides will be made available to government and NGO counterparts.

- d. Institutional Strengthening: The implementation of institutional strengthening activities and procedures developed by this component may include agreements for technical and operational capacity building programmes. It anticipates that this component will be extended beyond the timeframe of this project (e.g. commodity management and quality assurance).
14. The project will be implemented with strong complementarities and linkages with the following entities and processes:
- e. National Government counterparts including Nepal Ministry of Supply, Nepal Food Corporation, Ministry of Home Affairs, Nepalese Armed Forces, Civil Aviation Administration of Nepal and the National Reconstruction Authority;
  - f. District and Provincial Level Government authorities with specific focus on district-level government responders;
  - g. UN bodies including alignment with planning and disaster risk reduction (DRR) processes underway via UNCT contingency planning, the Nepal Regional Coordinator's office and the Risk Reduction Consortium, as well as OCHA's contingency plan;
  - h. National and District-levels NGOs, especially the Nepal Red Cross Society and national NGOs;
  - i. National private sector organisations and remote-area actors including the Trekking Agencies' Association of Nepal (TAAN) and the Nepal Mountaineering Association (NMA);
  - j. SAARC, including application of models for engagement successfully implemented with ASEAN in South-East Asia;
  - k. WFP Regional Bureau in Bangkok and HQ for operations planning, technical support and provision of the regional Emergency Logistics Training Programme;
  - l. International militaries and donor governments undertaking disaster risk reduction and emergency preparedness planning activities in Nepal;
  - m. Scientific partnerships in order to create a collaborative network aiming to share and make available the most recent scientific data to the different partners in Nepal.

### **Project Cost and Benefits**

15. The total estimated project cost across all activities over 26 months is US\$7,236,836.
16. The WFP Nepal Country Director will be the Funds Manager for this Special Operation and the Head of Finance will be the Allotment Manager. The WFP Nepal Head of Supply

Chain and Common Services will be the overall Project Manager for this SO and responsible for the implementation.

17. There are potential risks that could affect the implementation of the SO. Amongst other, the government change, the lack of funding, the regional political instability and the effect of a major natural disaster would be the main threats to the successful implementation of the SO. Table below summarizes these high level risks and the mitigation strategy to face them.

<b>RISK</b>	<b>IMPACT</b>	<b>MITIGATION STRATEGY</b>
<b>National political instability</b>	- The change of government could impact negatively the implementation. They could chose to reject the project.	- Monitor on a daily basis the political, economic and social context. - Keep warm relations with Nepal government. - Establish MoU and agreement, for the lease of land for example.
<b>Lack of funding</b>	- If there are less funds available, the procurement of equipment for the mobile hubs must be revised downwards.	- Revise the procurement priority - A large part of the equipment for the mobile hubs has already been bought under the previous SO. - The donors have been involved in the development process of the SO. Their inputs and comments were taken into account in the elaboration of the project.
<b>Major disaster</b>	- In case of major emergency, the resources will be mobilized and the implementation of the 26-month strategy will be suspended.	- Monitor environmental context. - Create a dynamic network with scientific community in order to gather the most recent data. - Keep updated our knowledge of the country: strategic locations, transportation network, population density, etc. Construction works will be prioritized (e.g. offices, parking, storage area, etc.) so that in case of emergency the facilities under construction can be partially operational
<b>Regional instability</b>	- If there is a degradation of the relations Nepal–India, that could result to border closings. In this case, the equipment shipment would be affected. - Political tensions between member countries of SAARC Food Bank could complicate the operationalization of the supply chain.	- Proceed to a strict monitoring of the regional political situation. - Plan alternative transportation route in case of closing at the Indian border. - Keep close relations with the SAARC board.
<b>Turn-over of WFP staff</b>	- A turn-over of personnel could slow the implementation of the project.	- Well document the processes and the advancement of the project. - Ensure a good communication within the team.



## **Monitoring and Evaluation**

18. Key performance indicators (KPI) for this Special Operation will be monitored throughout the project period with semi-annual reporting. KPI will be grouped according to project-phase and target completion dates, and will include:

- a. Technical assistance: WFP expenditures for technical assistance to strengthen national capacity;
- b. (SO1): logistics, and supply chain: Number of national and district-level actors, local partners and humanitarian stakeholders trained (by category);
- c. (SO2): preparedness, logistics supply chain: Square meters of new storage available within 72 hours of emergency, number of HSAs/mobile logistics hubs positioned or created with services provided at full cost recovery, and partial cost recovery;
- d. (SO3): Response options: Number of private and public sector contracts and agreements in place in advance of an emergency;
- e. Logistics Capacity Assessment – remote high altitude areas: Number of km of trails assessed, mapped and hazards identified by region;
- f. NFC optimization and SAARC operationalization: measure the number of SOPs strengthened or implemented, strengthening supply chains trainings (number of trainings conducted, number of trainees, etc.);
- g. Project implementation plan: On time, on budget.

19. The activities outlined above will contribute to the following outcomes:

- a. Improved capacity and responsiveness of Government logistics supply-chain;
- b. The Government of Nepal and WFP's emergency response operations will be aligned and subject to reduced timelines and increased efficiency in the scale-up of relief delivery;
- c. Capacity enhancements are sustainable and applied operationally by government and NGO response personnel at national and district levels.

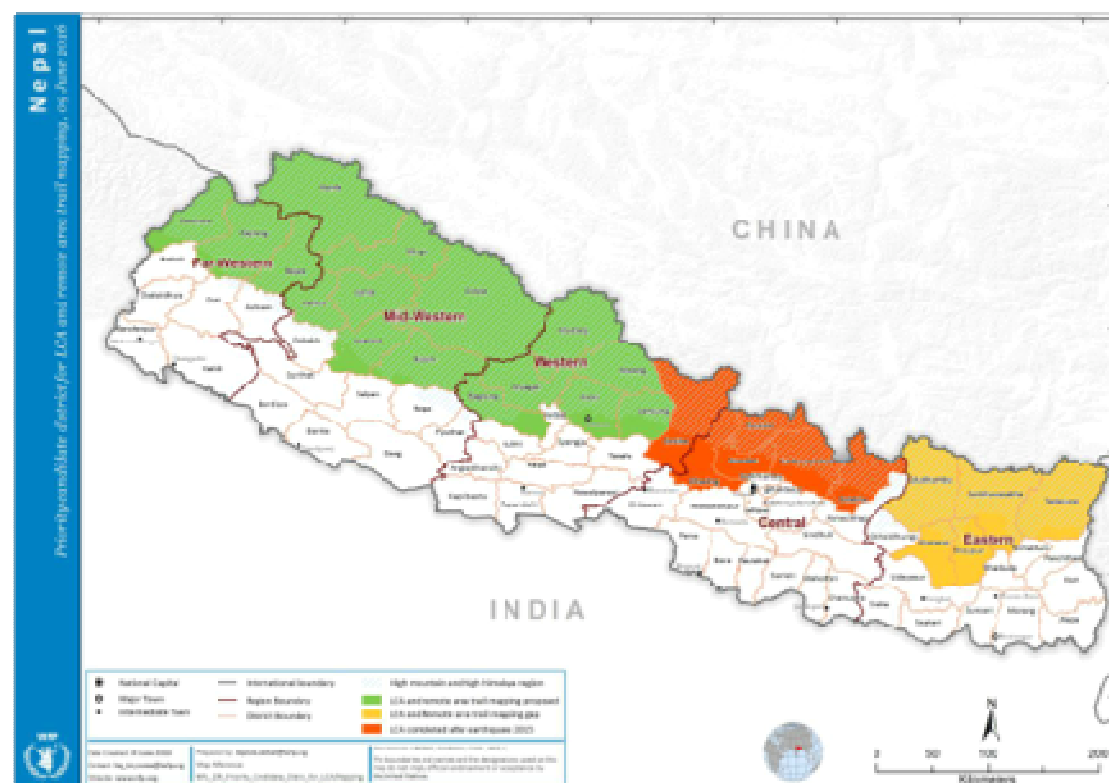
## **RECOMMENDATION**

This Special Operation covering the period from 1 November 2016 to 31 December 2018 at a total cost to WFP of US\$7,236,836 is recommended for approval by Executive Director with the budget provided.

## **APPROVAL**

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Ertharin Cousin  
Executive Director



## Nepal Food Corporation (NFC) Warehouse Presence and Storage Capacity



## 2 – MOBILE HUBS

List of items:

Descriptions	Total Required in 1 FLB
MSU Prefab., wareh., soft wall, 10x32 ALU	2
Plastic Pallets	320
ladders	4
Weighing scales 300 kg	4
Sewing machine	4
pallet jack Manual 1000Kg	2
Fork Lift off-road 4MT capacity telescopic	1
Tarpauline	20
Fumigation Sheet	6
Fumigation Sheet	3
Labour Shoes-3 Pair	20
Labour Helmet-20 pcs	20
WORKERS DRESS	20
RAIN SUIT	20
Hand Pallet jack - 3000 kg	1
4.5 Kg. Fire Extinguisher	10
9 Kg. ABC Fire Extinguisher	4
Fire Extinguisher 50KG	2
empty sea containers 20 ft	6

Prefab - office	2
Tool kit w/ladder for prefab. E	1
Aircond for office /living unit	2
Wooden printer table with drawer	2
Folding Chair	2
Cabinet , Filing	4
Table folding	4
Desk folding	2

Generator Room	1
Generator 14 kva (Wheel movement)	1
Generator 16 kva (Wheel Movement)	1
Fuel Bladder with set 7500 ltrs - includes, pump, pipes etc	2

ICT equipment cost per base	
Detailed list available on request	

Descriptions	Total Required in 1 FLB
Prefab - kitchen	1
Aircond for office /living unit	1
Cooking pots, Pan	2
Portable gas cooking stove (Indian)	1
250L Refrigerator	1

Ablutions Prefab	1
Brooms	12
Gloves	6
Dustbin	4

Spiral Note Book A5	12
Stapler Pin no.24/6	12
Board Marker Snowman	12
Calculator MJ 120 Casio	2
White Board	4
White Board with Stand	2
Flip Chart Paper 25 Sheet	2
Clip board file	6
Battery AAA, Maxell	12
Battery AA, Maxell	12
Identity Card Holder	12
White Board Cleaner	4
Flip Chart with holes,25 sheet	2
Power Board 5 Sockets	2
Go Bag Kit	6
Medicine Kit (First aid Box with Medicine)	5
2.5 KVA Inverter	1
2.5 kva Battery	1
Water Tank 1000Ltrs	1
Fobers, Water Purifier Machine	1
Water Jar	24
solar light towers	4
solar panel set 2.5kva	2

Mobile hub plan:

