



**WFP MADAGASCAR  
SPECIAL OPERATION SO 201070**

Country:	Madagascar
Type of project:	Special Operation
Title:	Logistics and Emergency Telecommunications Augmentation and Coordination in Response to the Cyclone Enawo in Madagascar
Total cost (US\$):	<b>US\$ 1,200,795</b>
Duration:	22 March 2017 to 22 June 2017 (3 months)

### **Executive Summary**

Tropical Cyclone Enawo, a category 4 tropical storm, hit Madagascar on 7 March 2017. The Government of Madagascar has requested international assistance. Nine regions in the north-east of the country were impacted by the floods and severe wind. Over 247,200 people have been displaced by the cyclone; and it is estimated that 434,000 people have been severely affected by the disaster and require humanitarian assistance.

The Government of Madagascar have requested WFPs support to coordinate the international, regional and national organizations with the Bureau National de Gestion des Risques et des Catastrophes (BNGRC). Through this Special Operation WFP will augment its Logistics and Emergency Telecommunications capacity to support the relief efforts of the humanitarian community and the Government of Madagascar.

The Special Operation will provide:

- Logistics coordination, GIS mapping and information management for the logistics response.
- Logistics augmentation including: sea and river cargo transport services, temporary inter-agency storage and cargo reception facilities, and infrastructure assessments to coordinate access and facilitate the delivery of humanitarian assistance.
- Provision of emergency telecommunications required for the humanitarian community to respond to the crisis.

This special operation will be for three months at a total cost of \$1,200,795.

The budget breakdown is as follows 72 % for CD&A, 21 % DSC and 7 % ISC. The DSC includes the estimated in-kind contributions of USD 125,000 from Stand-by Partners. The activities budgeted under CD&A will be a) Logistics coordination and information management (20%), b) Logistics augmentation including: sea and river cargo transport services and temporary inter-agency storage and cargo reception facilities (44%) and c) Provision of emergency telecommunications required for the humanitarian community to respond to the crisis (36%).

## **Project Background**

1. On the 7 March 2017, the category 4 tropical storm Enawo made landfall on the north-eastern coast of Madagascar. Winds of up to 231 km/h and heavy rains caused extensive damage in the north-eastern and central-eastern areas of the country particular affecting logistics and telecommunications infrastructure. The Government of Madagascar has declared the state of emergency on 14 March, appealing for international aid.
2. The cyclone has affected an estimated 434,000 people, with 81 people dead, 253 injured and 18 missing. A total 247,200 people were displaced by the cyclone with 5,293 people still displaced in temporary evacuation sites. The initial and ongoing assessments have shown loss of subsistence crops and household supplies due to flooding, with an estimated 157,600 people in need of emergency food assistance.
3. Food availability could be a challenge in some remote areas cut off by damaged roads. The cyclones high winds and resulting flood waters inundated and contaminated 1300 wells and damaged approximately 250 wells, hand pumps and water systems. According to the Ministry of Health and World Health Organization at least 104 basic health facilities have been damaged and 16 have been completely destroyed. The Ministry of Education estimates that over 1,800 classrooms have been completely destroyed and 1,500 partially destroyed.

## **Project Justification**

4. Given the scale of the disaster, WFP urgently needs to augment its logistics and emergency telecommunications capacities to ensure sufficient assets and staff are in place to support the humanitarian community and the Government's response.
5. Acknowledging the magnitude of the disaster, limited access, the number of people affected and the extent of the damage to the key logistics and telecommunications infrastructure a coordinated response is required. Logistics Response Team and Rapid Response Team staff from WFP have been deployed to assess the situation and support humanitarian actors on the ground. Additional staff have been deployed to coordinate the logistics response through the Logistics Sector Working Group.
6. The road infrastructure in Madagascar is very limited and poses numerous challenges in terms of transport. In the region most affected by Cyclone Enawo, some key infrastructure, including the main road to the Maroantsetra airport, remain damaged. Surrounding villages are still flooded and several communities are only accessible with the use of small river boats. Storage facilities are available but limited and will need to be augmented in order to receive humanitarian cargo.
7. Essential information and communication technology (ICT) infrastructure in the area of operations has been damaged. The disruption to the telecommunications infrastructure and services, particularly in remote rural areas, makes communications difficult. It could also impact the safety, security and operational capability of a coordinated humanitarian response.

## **Project Objective(s)**

8. The main objectives of this operation are to:
  - Enhance coordination, predictability, timeliness and efficiency of the emergency logistics response through the government-led Logistics Cluster.
  - Support the delivery of humanitarian aid to the affected population by augmenting the logistics capacity by:
    - Deployment of logistics staff;
    - Provision of ocean transport by boat or barge to access cut-off zones;
    - Provide river transport to reach inland communities;
    - Establish temporary forwarding hubs in the affected areas consisting of storage facilities and office space;
    - Provide ad hoc surface transportation for the humanitarian community; and
    - Conduct infrastructure assessments in affected areas.
  - Make available reliable and independent data and voice communications services, and power services which are recognized as a priority for a successful humanitarian response.
  - Augment data and voice connectivity and power as the existing structure will be stretched to capacity by the surge of humanitarian personnel.

## **Project Implementation**

9. This Special Operation will provide essential logistics and emergency telecommunications augmentation to ensure the delivery of key relief items to the affected population and the necessary operational support to the humanitarian community for its crisis response. It will complement on-going WFP efforts in the country that are implemented under PRRO 200735.
10. Given the rapidly evolving situation on the ground, adjustments will be made to the implementation plan as necessary. The activities will include:
  - a. **Interagency Logistics coordination**
    - i. WFP will provide logistics coordination and information management support, as well as facilitating the handling of the incoming cargo through establishing the coordination cell in Antananarivo. The primary objective of the cell will be to assess the requirements, coordinate the logistics operation and facilitate access to common logistics services. The cell will also provide information management, cargo tracking and GIS/mapping services.
    - ii. The cargo moved by these services will be dispatched based on the priority set by the Humanitarian Coordinator.

**b. Set-up of operations and logistics hubs in country**

- i. Additional storage capacity will be established in Antalaha, Maroantsetra and Toamasina to support the delivery of humanitarian cargo to the affected communities
- ii. Free storage and transport services may be provided for the initial month, subject to the requirement and funding availability.
- iii. Infrastructure assessments will be carried out to coordinate access and facilitate the delivery of humanitarian goods from the logistics hubs.

**c. Provision of river transportation**

Given the inadequate infrastructure, some communities remain inaccessible by road, therefore WFP will make use of small river boats to transport cargo to the inland population.

**d. Provision of ad-hoc primary transportation**

WFP will offer ad-hoc primary transport from Tananarive to Tamatave to organizations needing to transport small quantities of cargo and therefore unable to contract local transporters. WFP will consolidate requests to maximize the use of available resources.

**e. Emergency Telecommunications**

This Special Operation will provide communications points in the designated areas in the north. These ICT and ET facilities will allow humanitarian workers to better coordinate assessments, rescue and relief operations in all the affected areas. Specifically, the project will provide:

- Overall coordination of emergency telecommunications services through (a) overall coordination of IT activities with partner organizations, (b) coordination and liaison with Government authorities to support their interaction with the humanitarian community on all IT related matters and (c) the provision of information management services to support all IT-related activities.
- Deployment of necessary equipment to establish services following comprehensive ICT assessments of all sites including obtaining common licenses (as required) and development and implementation of Standard Operating Procedures in conjunction with and in support of the BNGRC authorities for the current emergency and for future disaster preparedness.
- Standardized ICT platforms and procedures to avoid duplication and ensure cost-effective services (MOSS compliant communications).

## **Project Management**

11. The WFP Country Director will be the Funds Manager for this Special Operation and the WFP Head of Finance will be the Allotment Manager. The Country Office will appoint a Coordinator who will be responsible for the overall implementation of project activities.

## **Risk Management**

12. A number of contextual, operational, and programmatic risk factors could impact the successful implementation of this Special Operation. Possible mitigation measures are also included below.
  - i. Demands for common services exceed current forecasts  
This risk will be mitigated through:
    - Continued assessment of availability of adequate commercial transportation and storage facilities;
    - Continued assessment of availability of equipment amongst the agencies;
    - Availability of prepositioned equipment in UNHRDs (such as Mobile Storage Units, Office prefabs, and generators) and WFP FITTEST Dubai to meet the needs of the Humanitarian Community;
    - Ability to scale up staffing through rosters and identification of surge capacity.
  - ii. Lack of funding  
This risk will be mitigated through:
    - Ensure engagement with donors and actively provide inputs in ongoing appeals and donor outreach materials/opportunities.

## **Exit / Handover strategy**

13. During the three months of the Special Operation, the support that will be provided will be continuously monitored and reviewed. WFP will continue to work with the Government and humanitarian partners to identify and implement an appropriate handover that addresses needs for continuity in operations, maintaining response capacity, and attention on minimum preparedness actions.
14. Engagement with the BNGRC will be critical to monitor on-going needs for support to responding organisations on coordination and information management.
  - i. Coordination & Information Management: Coordination role will be handed over to BNGRC to share lessons learned and best practices derived from this intervention. Additional technical advice related to emergency preparedness, logistics and Emergency Telecommunications coordination, and information management may be made available to partners and BNGRD at the end of the operation as the part of the handover strategy.
  - ii. Logistics Services: Assets will be handed over to BNGRD/Government of Madagascar to ensure the augmented logistics capacities remain available or readily deployable to meet future needs.
  - iii. Emergency Telecommunications services: All telecommunications assets procured under this Special Operations project will be returned to WFP.

- iv. Emergency Preparedness: Updated information on logistics capacity collected throughout the operation and lessons learned will be retained and made available to the humanitarian community in Madagascar.

### **Project Cost and Benefits**

15. The total cost of this project is **US\$ \$1,200,795**.
16. This Special Operation aims to prevent and alleviate gaps and bottlenecks in the humanitarian logistics and IT response and provide an uninterrupted supply of life-saving and life-sustaining goods and services to those affected.

### **Monitoring & Evaluation**

17. The key performance indicators will be:
- Number of staging areas and logistics hubs established (3)
  - Percentage of service requests to handle, store and/or transport cargo fulfilled (85%)
  - Number of agencies and organizations utilizing transport and storage services (15)
  - Number of bulletins, maps, and other logistics information products produced and shared (40)
  - Meet with the partners on a weekly basis at the onset of the emergency and until necessary, then fortnightly and meet with the governmental counterparts in order to coordinate frequency management procedures.
  - Organizations receiving common services and responding to a user survey rate service satisfaction as 80 percent or above.
  - Number of common operational areas provided access to voice and data communications services. Target: 7
  - Information Management and collaboration platform established and maintained up-to-date – Target: 1
  - Percentage of users reporting delivery of the service as “satisfactory” and within “satisfactory” timeframe – Target: 80 percent
  - Number of Infrastructure assessments completed in support of WFP and humanitarian operations (15)
18. Operational reports will be provided on a regular basis.
19. The situation will be monitored and assessed on a regular basis in order to capture any necessary changes in a budget revision in due time should this be deemed necessary.

**RECOMMENDATION**

This Special Operation covering the period from 22 March to 22 June 2017 at a total cost of **US \$1,200,795** is recommended for approval by the Chief of Staff, under the delegated authority of the Executive Director with the budget provided.

**APPROVAL**

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Jim Harvey  
Chief of Staff