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LESSONS LEARNED - MOZAMBIQUE

1. BACKGROUND

1.1 SITUATION REVIEW

In early 2013, severe seasonal flooding hit southern Mozambique and caused widespread damage to infrastructure, while displacing segments of the population. In the lower Limpopo river basin flooding caused damage to road infrastructure and interrupted regular supply routes. Camps were set up to support displaced populations and relief items were moved into the affected areas. An estimated 150,000 people were initially thought to have been displaced with the number expected to rise as the rainy season continued over the course of the operation.

The Government of Mozambique led relief efforts with support from the humanitarian community. Humanitarian Organisations’ operations were scaled up to prevent the situation becoming worse. The Logistics Cluster was called upon by the Humanitarian Country Team to provide common logistics support and services to the Government and the humanitarian community for the emergency phase of the response.

1.2. CLUSTER “ACTIVATION” PROCESS

In response to a request for assistance from the Government of Mozambique’s Disaster Management Agency (Instituto Nacional de Gestão de Calamidades -INGC), seven clusters formulated response plans for immediate life-saving and early recovery needs. It was felt that a successful response to the situation depended on: efficient logistics services, capable of ensuring an uninterrupted supply of relief items to the affected areas being implemented; as well as the provision of vital ICT infrastructure and services to enable humanitarian workers to carry out operations effectively.

The Logistics and Emergency Telecommunications Clusters1 were therefore called upon by the Humanitarian Country Team to provide common logistics and emergency telecommunications support and services to the Government and the humanitarian community for the emergency and early recovery phases of the response. These services were designed to complement the capacity development activities undertaken by WFP under PRRO 200355. The Protracted Relief and Recovery Operation aimed at strengthening the capacity of the INGC to coordinate and manage natural disasters in regard to emergency preparedness and response.

1.3 THE LOGISTICS CLUSTER OPERATION

The Logistics Cluster in Mozambique provided the following services at no-cost-to-user, as funding levels permitted. In case sufficient funding was not available, a contingency whereby the proposed operational elements would be provided against full cost recovery was also prepared.

First-leg Transport – it was expected that some 25% of the required humanitarian assistance would be brought into the Gaza region from Beira, with the remainder dispatched from Maputo. The Logistics Cluster offered consolidation of relief items in these locations and road transport to the theatre of operations and airlift within the area of operation (For a limited time).

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1 This review is only focusing on the Logistics Cluster.
LESSONS LEARNED - MOZAMBIQUE

Warehousing – temporary storage capacity was made available in intermediate storage sites located on both sides of the flooded area and as close as possible from the distribution areas in order to minimise transport costs and to facilitate operations. The originally identified locations included: Xai-Xai and Chiaquiane.

Road and boat transport – transport from the intermediate storage sites to the final delivery points was to be provided using small all-terrain trucks when possible. Where beneficiaries were not accessible by road, it was planned to use small motorised boats and barges for the last leg of transport.

Logistics Information Management activities were to be implemented by the Logistics Cluster Coordination Cell in Maputo with the support of the Information Management and GIS teams based in Rome. The following services were to be provided: a consolidated overview of the logistics situation, including gaps and bottlenecks; up-to-date information on road accessibility and potential road closure and alternative routes; information on customs regulations and general logistics planning advice; and, GIS/mapping tools and products.
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2. FINDINGS

2.1 OPERATIONS SUPPORT

STAFFING
Overall, the feeling from partners interviewed was very positive and all acknowledged that the WFP Logistics personnel in the Country Office had done a good job implementing the logistics services to respond to the emergency in Gaza Province. Partners were appreciative of WFP’s efforts to meet the additional staffing and support needs in the affected areas; for example, the deployment of a Logistics Officer from Beira to Gaza province. At the Maputo Level, there was a Logistics Cluster Coordinator and two operations support staff available to address cluster needs; no Information Management Officer was identified.

However, the purpose of the mission was to consolidate lessons learned by the humanitarian community, with a strong focus on improving operations in subsequent emergencies. In that vein, the performance review team asked all persons interviewed to share examples, from the previous operation, of instances where they feel there is an opportunity to enhance the Logistics Cluster’s approach to response; and for suggestions on how these points may be acted upon. Concerning the staffing situation specifically; it was found by the team that there were a limited number of logistics staff available in the CO, but also that a decision was made by WFP in Mozambique to rely on capacity that was locally available rather than request additional support for the Coordination and Information Management roles typically associated with Logistics Cluster operations.

FUNDING
In relation to the process of securing the required financial resources, WFP was able to mobilise the necessary funds to support logistics services. Partners also felt that OCHA’s role in the CERF process was particular example of successful cooperation between organisations, and that sufficient funds were allocated. Additionally, the estimated costs for logistics activities were based on the existing “Logistics Cluster Preparedness and Response Plan”, which allowed for rapid calculation of likely cargo movement requirements, based on the plan’s initial assessment of humanitarian needs.

As a good example of budgeting guidance, at least one partner stressed to their implementing partners the limited role of the Cluster in the overall humanitarian supply chain. In this case advocating that logistics funding related to major services, or primary and secondary transport, be consolidated in the Logistics Cluster project under the CERF proposal; but, also reminded the organisations that funds for logistics related to distribution or the “last mile” must be included in the individual partner’s programme proposals. However, partners also felt that additional clarity about what specific logistics services, and some specific details of these services (Duration and capacity), would be covered by CERF funding should be provided in subsequent operations.

2.2 COORDINATION

PLANNING THE LOGISTICS CLUSTER OPERATION
In general partners felt that the implementation of the Logistics Cluster response, based on the Concept of Operations (ConOps) supported their efforts to respond to the needs of the affected communities. However, partners did report some confusion about the role of the ConOps, and in some cases were entirely unaware of it, or of how to access it.
LESSONS LEARNED - MOZAMBIQUE

The development of the Logistics Cluster ConOps seems to have emerged from the existing “Logistics Cluster Emergency and Preparedness Plan”. It was not clear if there was sufficient logistics input from partners, particularly NGOs, in the contingency planning phase, perhaps due to limited logistics capacities within these organisations. However, the customs facilitation role played by the Logistics Cluster was not foreseen in the contingency planning phase and it resulted from a need that became apparent during the course of the response operation.

The ConOps itself was drafted in response only to flooding of the Limpopo R. in Gaza Province. There were mixed feelings from some partners about this limitation, but the majority of partners interviewed felt this decision, to focus on the areas with the greatest need for logistics support, was appropriate. However, some also expressed the belief that more comprehensive and better coordinated assessment in Zambezi was needed to support this decision. It was also noted by the WFP Logistics Officer charged with coordination of Cluster activities that when requesting funding from ECHO, after the initial ConOps was drafted, the potential need to support activities in Zambezi was included, and that some limited services were provided by WFP to partners operating in this area.

The decision to provide services (Road Transport, Air Transport, Temporary Storage, & Customs Facilitation) on a no-cost-to-user basis seems to have resulted from the following factors: lack of logistics capacity/knowledge (In general, or related to particular areas of service provision) within partner organisations; the request from the government and the Humanitarian Country Team Working Group (HCT WG) to have a single focal point for humanitarian logistics issues; the hope that consolidating the provision of services through a single organisation would improve or speed up resource mobilisation and minimise costs to the responding organisations.

The requirement/decision to participate in, and extend logistics service provision through the early recovery phase (Something unusual for logistics services provided on a no-cost-to-user basis through the Logistics Cluster) was made at the HCT WG level.

IMPLEMENTING THE OPERATION

In implementing the planned activities, the Logistics Cluster was able to act as a single point of focus/reference for the government concerning logistics issues for the humanitarian community, and did a good job in supporting the HCT WG. Partners felt that WFP was able to quickly adapt to the requirements of the emergency response and to implement services through the cluster, following the lead of INGC in declaring an Institutional Red Alert. Overall humanitarian coordination was managed and led by the INGC via daily meetings; these were well received, and several partners interviewed were happy with the content and felt there was sufficient and productive discussions related to logistics.

In general partners were happy with the coordination activities undertaken by the Logistics Cluster team, but some felt that the Cluster meetings could benefit from more regular participation of Government representatives. However, some partners did report limited benefit from the Logistics Cluster coordination meetings; they felt that meetings could have been more productive had they been consistently attended (Limited by high staff turn-over in all participating organisations), and possibly by confused expectations. While some partners attended the meetings to gain access to logistics expertise they lacked and logistics services they were unable to arrange for themselves,
others were hoping to share information and coordinate with logistics professionals from other organisations.

2.3 INFORMATION MANAGEMENT
While some partners did feel that the Logistics Cluster in Mozambique had done well meeting their information needs, there was no clear consensus around this issue. The experience of partners varied widely from organisation to organisation, with some feeling well informed and others unaware of basic Information Management tools used by the Logistics Cluster in all operations and available in this case. Many partners interviewed reported that they either did not see, were not aware of, or possibly did not pay attention to: the ConOps, Standard Operating Procedures (SOP), and the Logistics Cluster website.

Related to the communication of specific information, some partners reported a need for greater clarity on the duration of services at no-cost-to-user, and specific details of when and how cost-recovery services (Available through WFP Logistics Service Provision) would resume for those with Service Level Agreements (SLAs). Also, some partners expressed confusion about procedures for accessing Cluster services, tied directly to the transition from cost-recovery services. It was also felt that the procedures by which requests for Logistics Cluster services would be addressed within the Cluster and WFP (i.e. how was cargo prioritised) were not clearly and proactively communicated. Finally, collection, consolidation, and dissemination of logistics information related to road conditions was undertaken by the Logistics Cluster during the course of the emergency response, but was updated infrequently, and not predictably (Given limited staffing availability and the amount of time required to collect and consolidate this information it was not a high priority).

2.4 LOGISTICS SERVICES
The services provided by WFP, and coordinated through the Mozambique Logistics Cluster were well received by the majority of partners interviewed; in several instances the quality of services provided and the availability of WFP Logistics personnel, and their expertise, in support of partners was highlighted as a key success. Some partners did feel that the process and system to submit service requests were unclear in the beginning; however, once it was clarified they found the system very efficient. They stressed that this was an area where some simple proactive steps, taken at the beginning of the emergency, to clearly communicate changes in services and the procedures that will be put in place (With details and expected dates clearly articulated) could greatly enhance the response.

Many of the services offered were based upon existing arrangements made by WFP prior to the emergency response, and managed via Service Level Agreements (SLAs) with individual organisations. However, many of these organisations stressed the success of the WFP in meeting their increased needs during the response via the free-to-user Cluster services. As a result, in evaluating the services some organisations highlighted more general improvements they had experienced in service provision, outside of the emergency response context, since signing SLAs with WFP. However, the majority of discussions were focused on those services provided under the Special Operation (SO) 200543. Partners also felt that the transition from logistics services available through WFP via Service Level Agreements (SLAs), to Logistics Cluster Services available at no-cost-to-user, and ultimately back to WFP SLA managed services was not clearly explained, and resulted in some confusion.
LESSONS LEARNED - MOZAMBIQUE

It should also be noted that discussions undertaken as part of this mission centred on how the implementation and/or management of the services could be improved from the perspective of partner organisations, based on recent experience. However, all these comments must be seen in that context; potential improvements to a service provision model that largely satisfied the expectations of partners. Where specific difficulties were highlighted, partners were quick to state that they were understandable and that overall the services provided by WFP, through the Cluster, facilitated their (The partners’) efforts to address the needs of the affected population in a timely manner.

STORAGE
WFP, over the course of the emergency response and early recovery phases of the operation, made temporary storage available to responding organisations in Maputo, Beira, Xai-Xai, Chibuto, and Chiaquilane. The timeframe during which storage space was available in these locations varied, depending on anticipated and actual operational needs. While some Logistics Cluster partners did emphasise that their initial operational activities would have benefited from faster deployment of Mobile Storage Units (MSUs), all acknowledged that they were available reasonably quickly given the context.

Specific advantages mentioned by partners during the course of the evaluation mission, related to the common storage included: the length of time organisations were able to store items; the ability to retain control over the materials; that the service was easily accessible to partners; and the flexibility of WFP Logistics, in making storage available on short notice.

Interviewees presented a mixed picture of how available storage capacity was able to meet their needs; some felt that additional space would have been useful, but there was no clear example of the need exceeding available capacity. The WFP operations team and storekeeper all felt that at certain points during the response turn-over was quite high, but that space was always available to accommodate the requests from partners. Some partners did confirm that they were kept informed of available capacity, and were well briefed on the status of their consignments.

The storage available at Chiaquilane in particular was noted by multiple organisations as being well positioned in the province and very useful in supporting their activities in Gaza Province. Partners interviewed did feel that the specific location of the two MSUs, in the approximate centre of an IDP camp, could have been better. However, this was addressed in the context of larger Camp Management training conducted subsequent to the emergency.

TRANSPORT
WFP made both primary (ex-Maputo and ex-Beira) and secondary road transport available to partners via WFP contracted transporters at a no-cost-to-user basis. It was reported in several interviews that these services filled in for a lack of technical capacity in partner organisations; many organisations have no dedicated logistics staff, and limited capacity to quickly and competently arrange for their own transport. In other cases however, partners were able to organise their own transport directly via both the commercial market in Mozambique, and through suppliers in South Africa. However, a few NGOs reported that the transport capacity offered by WFP, through the cluster, was not suitable for their particular product need (i.e. for medication). Others expressed the
need to have a service request or product delivery tracking system, in order to make follow-up on particular consignments more efficient.

WFP also made a helicopter available for use by partners, and was available to assist at Maputo Airport with the receipt of cargo. Several partners mentioned the assistance at Maputo Airport as being very useful, particularly as there was a lack of capacity for and awareness of procedures related to ground handling of cargo at Maputo airport among several partners. Concerning the helicopter, partners reported that it was initially unclear what the capacity of the available aircraft would be, when it would be available, and for how long. Several organisations expressed their belief that the helicopter arrived too late to be effective; and that it’s extremely limited capacity made it ultimately unnecessary.

**CUSTOMS FACILITATION**

WFP established, at the request of partners and government counterparts, a means to expedite customs clearances during the emergency, and also covered the broker’s fees from the SO. This service was praised repeatedly by multiple partners interviewed, who stressed that this element was a major success for the operation as it significantly reduced the time required for clearance to be obtained. It was clear from discussions that the ability to offer this type of service is rooted in the very good working relationship with, and support of the Government of Mozambique and specifically in the INGC. It is also dependent on WFP Logistics operational set-up in southern Africa, which has provided substantial experience to WFP staff at the CO and RB level in dealing with export and import of commodities within in region. As a result of these two factors, and with the endorsement from the authorities, WFP was able to provide useful information and advice to partners who were in the process of applying for a Customs Exemption; then, to support the submission of customs clearance requests by consolidating the requests from partner organisations and channelling them, with the endorsement of the INGC, through to the customs broker.
3. RECOMMENDATIONS

3.1 DEPLOYMENT OF DEDICATED LOGISTICS CLUSTER STAFF

It became clear from the interviews with participants that one significant opportunity for WFP to improve response through the Logistics Cluster system is to make sure dedicated staff is available to assume the coordination and Information Management roles. While the operation was very successful in meeting the logistics needs of partners, there could have been more proactive efforts directed at communications and coordination; of course this would necessitate the presence of dedicated staff, whose entire function is to coordinate with the partners. Furthermore, initial confusion related to changes in procedures from WFP cost-recovery service provision to Logistics Cluster coordinated services provided at no-cost-to-user would be mitigated by either avoiding situations where WFP Logistics personnel are “double hatting” during the emergency, or by ensuring dedicated staff are available and therefore able to devote more time to addressing partners concerns and misunderstandings.

Deployment of dedicated cluster staff will provide for a clean and clear break from regular business in situations where WFP is a service provider. In this case, it was noted by many organisations interviewed that more clearly and proactively communicating the new operational set-up, and differentiating the emergency operation from prior SLA managed WFP Service Provision was needed. It was also clear that, during an emergency response where WFP is a service provider, especially in the context of supporting organisations with limited logistics capacities in-house, the work required of the coordinator increases dramatically just in terms of proactively, consistently, and almost continuously interfacing with the partners.

3.2 FORMAL & SYSTEMATIC CONSULTATION WITH PARTNERS AND THE GLCSC ON PLANNING

Many small issues related to confusion within the humanitarian community concerning the services to be offered through the Logistics Cluster could have been addressed with proactive, formal, and systematic consultations leading up to the drafting and periodic revision of the ConOps. Regularly and proactively engaging with the I/NGO community in particular is necessary to generate “ownership” of the process and the coordinated response.

Proactive and regular consultations with partners, and the Global Logistics Cluster Support Cell (GLCSC), are also a good opportunity to manage expectations and put into place important risk management mechanisms. Engaging with partners at the planning phase, and maintaining these consultations throughout the operation to adjust the ConOps as needed enables WFP to highlight those responsibilities it is taking on, and what is outside of its scope based on a consensus on logistics gaps and bottlenecks (However, dedicated staff must be available to devote all the time required to support these activities). Taking advantage of the experience in the GLCSC allows a CO Logistics team access to experience and guidance related to the cluster approach in general and service provision in particular; key examples of best practices from other operations, missing in Mozambique include:

- Prioritisation of Cargo by sector; produced at the HCT level and agreed to by the partners.
Lessons Learned - Mozambique

- Clearly, and with participation from the partners, identifying what capacity will be made available by WFP, through the Logistics Cluster, at the outset.

While there is no real world example from the last operation where these mechanisms would have been, practically speaking, necessary (Sufficient capacity was available to meet the partner’s needs); putting them in place is essential to protect WFP in the event that it is unable, due to circumstances beyond its control, to meet the expectations of Cluster partners. In this sense, engaging partners and the GLCSC at the planning phase is critical, as a means of identifying clearly the limitations on WFP’s capacity to meet the logistics needs.

This approach to coordination in an emergency does represent a large investment in terms of time, and as such requires the adoption of the first recommendation to implement.

3.3 Formal Coordination with Existing NGO Forums

The expansion of the COSACA forum, as an NGO coordination mechanism, holds some interesting potential for the Logistics Cluster and WFP. Emphasis at the global level, as a result of the Transformative Agenda, on co-leadership of clusters puts WFP in an unusual position; as the guidance is written co-leadership is focused primarily on the coordinating role shared by all clusters (Service provision and programmatic) but little attention is paid to the responsibility that any co-lead may or may not have concerning services. Given WFP’s role as a Logistics Service Provider in Mozambique, engagement with COSACA in the context of a co-led Logistics Working Group may be a good opportunity to test a shared responsibility for coordination within the logistics sector, with WFP maintaining its role as a cost-recovery service provider. In this example it may be possible to manage the actual service provision under the SLA system as a bilateral arrangement between WFP Logistics and its SLA clients, while coordinating and sharing information on the status of consignments and procedures for using services through a working group co-led by WFP and a COSACA representative.

This case represents a separation of the Coordination, Information Management, and Service Provision roles that exist as part of the Cluster’s standard response methodology. While COSACA may not have sufficient logistics expertise to support service delivery, a main responsibility of any Cluster operation is to be as inclusive as possible to ensure that where a single organisation (In this case WFP) raises money on behalf of the entire community, that: (1) the community is regularly and consistently consulted and endorses the selection of services to be provided; (2) the community is given equal access to the services provided (Within necessary and reasonable constraints – according to HCT prioritisation for example). Providing an opportunity to include the major consortium of NGOs in Mozambique within the Cluster structure more regularly, and also asking them to contribute where they can add value, may represent an opportunity to address the significant commitments in staff time required to support logistics coordination.

3.4 The Global Support Cell

Proactive initial support through deployment and/or more systematic communication between the GLCSC and the Country Office from the outset of an emergency is critical. The GLCSC has resources in the form of trained personnel, ready to deploy immediately upon request or provide direct support to the CO. The GLCSC must be more proactive about highlighting to Heads of Logistics,
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Deputy Country Directors, and Country Directors the capacity that resides within the cell and in
making these available to support the CO. In most cases it is better to send additional trained
personnel immediately, on a “no regrets basis” as outlined by the Transformative Agenda and in
accordance with the consultation process recommended in the Executive Director’s Circular
(OED2013/16). In the event that no additional support is required after the set-up phase of the
operation, or even after an initial evaluation, these personnel can easily return to their regular duty
stations. However, in the case of Mozambique key people in the CO were unaware that the
resources of the GLCSC were available to them in a supporting capacity, with the potential to resolve
resourcing issues in a more flexible way.

A gap was also identified within the humanitarian community at the CO level concerning awareness
of WFP’s and the GLCSC’s guidance related to activation, operational methodology, and best
practices. To address these problems the GLCSC should develop and deliver training at the country
level, though existing coordination mechanisms, related to the role and responsibility of WFP as the
Lead Agency for both Service Provision clusters. It is important for OCHA and the members of the
HCT Working Group to be aware of the recommendations and guidance developed by the GLCSC
based on past experience, and in accordance with both the Transformative Agenda and the
Executive Director’s Circulars concerning WFP’s IASC Cluster Lead responsibilities.
4. ANNEXES

A. PERFORMANCE REVIEW MISSION TOR

**Performance Review - Mozambique**

**Terms of Reference**

**Date:** 3 – 11 September 2013

**Location:** Maputo and Gaza

**Participants:**
- Sean Price; GLCSC
- Gilles Cimetiere; GLCSC
- Elra De Jager; WFP - OMJ
- Aldevina Buque and Aguinaldo Afonso; COSACA Consortium (COncern, SAve the Children, CAre)

**Background**

Early 2013, severe flooding hit southern Mozambique and the centre province of Zambezia, causing widespread damage to infrastructure and displacing segments of the population. In the lower Limpopo river basin, floods caused severe damage to road infrastructure, interrupted regular supply routes, and isolated several areas. Across Mozambique more than 420,000 people were affected by the floods and approximately 150,000 were displaced. On 22 January the Government of Mozambique declared an “Institutional Red Alert” due to the magnitude of the emergency and called upon the support of the Humanitarian Country Team (HCT). WFP, as part of the HCT and Global Lead Agency for the Logistics Cluster, was asked to provide logistics support, and common logistics services to both the Government and the humanitarian community for the duration of the emergency, and the early recovery phase of the response. The Logistics Cluster started operations on the 20 January 2013, for an initial period of 6 months.

The overall objectives were:
1) To support and augment the logistic capacity of the Government and the humanitarian community to respond and operate in the affected areas.
2) To enhance the coordination, predictability, timeliness and efficiency of the logistics response under the cluster approach.
3) To ensure a timely and uninterrupted delivery of emergency relief items to the affected populations.

**Justification**

The Global Logistics Cluster Support Cell (GLCSC), with substantial cooperation and support from the WFP Country Office and humanitarian partners in Mozambique, is now preparing to conduct a Performance Review mission for the 2013 Logistics Cluster operation in Mozambique. This process has been undertaken with two primary goals in mind: (1) to support improvements to emergency response capacity at the country level, both in Mozambique and other Logistics Cluster operations, by highlighting best practices and capturing important lessons to be learned; and, (2) to support the development of a systematic review process to be applied to all Logistics Cluster operations globally.
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The first element of this mission is related to the direct improvement of emergency response operations. The Performance Review will take into account the Logistics Cluster’s coordinating role, its direct service provision role, and its enabling role to other clusters at country level. It will also include analysing the Logistic Cluster’s ability to identify needs and develop appropriate responses. This element of the mission has two objectives:

a) To review the performance of the Logistics Cluster operation in Mozambique by assessing to what extent the operation has been successful in supporting partners’ emergency and early recovery projects within the frames of the operation.
b) To draw lessons which can help improve Logistics Cluster operations in Mozambique and globally in future operations. Data will be analysed by the GLCSC and the recommendations will be applied to the strategy of future operations.

The second element of the mission is intended to contribute to the creation of a standardised template and methodology for performance reviews for the Logistics Cluster operations globally. This in continuation of the recommendations of the Joint Evaluation of the Logistics Cluster conducted in 2011, specifically to ‘establish a systematic approach to engaging partners and staff in meaningful lessons learned (Performance Review) exercises for all cluster operations’ (section 2.4.1). This recommendation was incorporated into the Logistics Cluster Three Year Strategy (2013-2015) under ‘accountability’ - one of the 3 key objectives. A Performance Review Working Group was formed of partner organisations and a Logistics Cluster focal point at the Global Meeting in Dubai (January 2013). The Working Group, before the Global Meeting in Berlin (October 2013), has been tasked with creating a standardised template of the Performance Review Project and the methodology of how to conduct it.

Methodology:
The performance review is based on information from:
1) An electronic survey sent to key stakeholders in the Mozambique emergency conducted in August 2013 (see attached survey)
2) Desktop research of documents related to the operation
3) A mission to Mozambique to interview key stakeholders (I/NGOs, Government, HCT members, WFP staff, other UN Agencies, etc.)

The information gathered through the interviews will focus on three main areas:
1) Partners’ feedback on the Logistics Cluster Operation which will be divided into 3 sections:
   a) Logistics Cluster’s strategy
      i) Detailed explanation for Cluster activation in Mozambique
      ii) The planned Logistics Cluster response (re. the ConOps) vs. Operational Overview (what was actually implemented)
   b) Services (transport, warehousing, customs facilitation and port operations)
   c) Coordination and Information Management
2) OCHA & Inter-Cluster Coordination
3) WFP Internal/Logistics Cluster issues; focused on internal and operational constraints such as:
   a) Funding
   b) HR and staff deployment to Mozambique
   c) Support from the GLCSC
Output:
The GLCSC will produce a 10-15 page report on the performance review findings, including a detailed contextual overview of the Logistics Cluster Mozambique Operation and recommendations gathered from key stakeholders.

A final draft will be sent to WFP management and Logistics Cluster stakeholders for their review and comments on end of September 2013. The findings and recommendations from the performance review of the Mozambique operation will be shared at the Global Meeting in Berlin (October 2013) for feedback from global stakeholders and the Performance Review Working Group.
B. CONCEPT OF OPERATIONS

Concept of Operations (ConOps) --- Mozambique

Severe seasonal flooding has hit southern Mozambique and caused widespread damage to infrastructure, while displacing segments of the population. In the lower Limpopo river basin has caused damage to road infrastructure and interrupted regular supply routes. Camps have been set up and relief items have begun to arrive in affected areas. An estimated 150,000 people have been displaced with the number expected to rise as the rainy season continues.

The Government is leading relief effort with support from the humanitarian community. Humanitarian Organisations’ operations are scaling up to prevent the situation becoming worse. The Logistics Cluster has been called upon by the Humanitarian Country Team to provide common logistics support and services to the Government and the humanitarian community for the emergency phase of the response.

I – Gaps and Needs

Given the present situation in Mozambique, access to the beneficiaries is challenging. In particular the following logistical gaps should be addressed in order to facilitate the delivery of the most urgent relief items:

a) **Coordination and Information Sharing**: Coordination and information sharing amongst the various humanitarian actors is required in order to mitigate the duplication of efforts and maximise the use of available assets.

b) **Access to beneficiaries**: The floods immediately cut off several roads in the affected area, and even as flood waters gradually recede shorter term road closure is to be expected. This situation calls for the use of river transport (boats and barges) to access some of the affected populations.

c) **Storage**: There is limited capacity of reliable storage across the affected areas. The establishment of logistics hubs in strategic locations is intended to mitigate that as well as to facilitate transhipment of cargo.

d) **Transport cost**: Road transport in Mozambique is relatively costly and the capacity is scarce. Grouping of items would enable Cluster partners to benefit from economy of scale transport rates.

II – Activities of the Logistics Cluster

The following range of services do not intend to replace the logistics capacities of individual agencies and organisations, but rather to fill identified gaps in the supply chain and supplement the response of the humanitarian community through the provision of common services.

1. **Coordination**

The following coordination services will be provided:

- Regularly convened Logistics Cluster coordination meetings to which partners will be invited to Participate (frequency will be determined by participants).
- The Logistics Cluster Coordination Cell for Mozambique is established in Maputo to facilitate the overall response strategy and optimise the use of logistics assets. The Cell is staffed by a dedicated Logistics Cluster Officer.
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- As part of the logistics coordination mechanism, the Cell also ensures liaison with the National Authorities, through the National Disaster Management Agency (INGC).
- If needed and requested, additional Logistics Cluster Coordination Cells might be established at field level.

2. Logistics Services
The following services will be provided for free as funding levels permit; in case funding is not availed to fund the proposed operational elements, the proposed services will be provided against full cost recovery
   a) First-leg Transport:
      - According to preparedness plans developed by the Logistics Cluster, some 25% of the required humanitarian assistance will be brought to Gaza from Beira, while the rest will be dispatched from Maputo. The Logistics Cluster offers consolidation and grouping of relief items in these locations and road transport to the theatre of operations.
   b) Warehousing
      - The Logistics Cluster will make temporary storage capacity available in intermediate storage sites located on both sides of the flooded area and as close as possible from the distribution areas in order to minimise transport costs and to facilitate operations. The identified locations are: Xai-Xai and Chiaqulane. These locations will also be used as transhipment areas, where cargo will be consolidated and prepared for secondary transport to the final delivery points.
      - Locations of intermediate storages sites may change if required.
      - Temporary storage services will include handling, consolidation and tracking.
   c) Road and boat transport
      - Transport from the intermediate storage sites to the final delivery points will be provided using small all-terrain trucks when possible. Where beneficiaries are not accessible by road, small motorised boats and barges will be used for the last leg of transport.

      *All cargo transported and stored will be handled according to the priorities established by the Humanitarian Country Team.*

3. Information Management and Geographic Information Systems (GIS)
Logistics Information Management activities will be implemented by the Logistics Cluster Coordination Cell in Maputo with the support of the Information Management and GIS teams based in Rome. The following services will be provided:
   - Consolidated overview of in-country logistics situation, including gaps and bottlenecks, based upon information provided by the humanitarian community.
   - In particular the Logistics Cluster will aim to provide up-to-date information on road accessibility and potential road closure and alternative routes.
   - Information on customs regulations and general logistics planning advice.
LESSONS LEARNED - MOZAMBIQUE

- GIS/mapping tools and products, including specific maps related to logistics infrastructure, will be developed by the Logistics Cluster.

_This Concept of Operations is a live document and will be updated as the situation evolves (security, operational needs and funding)._
Executive Summary
Severe seasonal flooding has hit southern Mozambique and caused widespread damage to infrastructure, while displacing segments of the population. Accommodation camps have been set up and relief items have begun to arrive in affected areas. An estimated 150,000 people have been displaced with the number of affected expected to rise as the rainy season continues. The Government is leading relief effort with support from the humanitarian community. Operations are scaling up to prevent a deterioration of the situation.

This Special Operation has been created to cater for the logistics and emergency telecommunications response to flooding in the southern part of Gaza province. The response plan includes provisions for common transport services, including air transport with helicopter, coordination of logistics assets, collection and dissemination of logistics information as well as coordination and provision of emergency telecommunications support. All activities are carried out through the WFP led Logistics Cluster and Emergency Telecommunication Cluster (ETC).

Project Background
1. Mozambique remains a country prone to natural disasters, in particular flooding in the main river basins. This year persistent and heavy seasonal rains in the neighbouring countries of South Africa and Zimbabwe has resulted in high water levels in the rivers of Limpopo, Incomati and Zambeze which caused severe flooding in the lower Limpopo (Gaza Province)

2 The start date of the Special Operation 200543 is 20 January 2013, due to the need to start the operation, including the deployment of helicopter services to ensure delivery of life-saving humanitarian aid. For the same reason, the budget has also been early released (approved 18 February 2013).
LESSONS LEARNED - MOZAMBIQUE

at the end of January. As the rainy season in Mozambique runs until end of April, the risk of more flooding still exists particularly in the Zambeze area due to heavy rains in the northern provinces of Zambezia and Nampula.

2. In response to a request for assistance from the Government of Mozambique’s Disaster Management Agency (Instituto Nacional de Gestão de Calamidades - INGC), seven clusters formulated response plans for immediate life-saving and early recovery needs. A successful response to the situation depends on efficient logistics services that can help ensure an uninterrupted supply of relief items to the affected areas, as well as the provision of vital ICT infrastructure and services to enable humanitarian workers to carry out operations effectively.

3. The Logistics and Emergency Telecommunications Clusters are now called upon by the Humanitarian Country Team to provide common logistics and emergency telecommunications support and services to the Government and the humanitarian community for the emergency and early recovery phases of the response. These services will complement the capacity development activities undertaken under current PRRO 200355. The PRRO aimed at strengthening the capacity of the INGC to coordinate and manage natural disasters in regard to emergency preparedness and response.

4. The estimated requirements for relief items (5,395mt/16,000m3) used to calculate transport and storage requirements is based on preparedness plans prepared in advance by the Logistics Cluster. The requirements are a portion of the total relief item needed based on the logistics capacity of Cluster member’s.

Project Justification

5. The severe flooding in the lower Limpopo river basin has caused damage to road infrastructure and interrupted regular supply routes. In addition, communities in the flooded areas have been displaced or remain isolated on high ground and are in need of assistance. To assist the population in Gaza, more than 20 accommodation centres have been set up dispersed over various districts.

6. The situation calls for an immediate augmentation of logistics capacities in order to ensure timely delivery of life-saving emergency aid to the affected populations. Effective communication is equally vital; however, the VHF signal is currently covering only a few locations and it is often unstable due to electricity related problems. Therefore, an expansion of the current coverage of the VHF network is required, as well as provision of backup power supply.

7. In line with the mandate of the Logistics and Emergency Telecommunications Clusters, and the HCT response plans developed at country level, it is WFP’s responsibility as Clusters Lead to avail common logistics and emergency telecommunications services, ensure

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3 The Logistics Cluster Preparedness Plan assesses the logistics infrastructure of the members in advance of the emergency season. Based on the assessment for 2012-2013, the logistics needs for air, water, and road. and warehousing are based on the assumption that the Cluster will be responsible for transport of 100% of all items prioritized for air, 30% of all items required to be transported by river, 80% of all items transported by road, and 35% of all items needing warehousing.
coordination while collecting and disseminating information. This Special Operation is
designed to cater for these activities.

Project Objective(s)
8. The objectives of this Special Operation are:
   • Ensure the timely and uninterrupted delivery of an estimated 16,000m³ of emergency
     aid to the affected population (sees section 4 and footnote 2 for further clarification on
     how the gap has been identified).
   • Enhance the coordination of the logistics operation both in the capital Maputo and at the
     field level.
   • Provide the humanitarian community, as well as the Government ministries operating in
     the affected areas with up-to-date logistics information in a timely manner.
   • Provide common emergency telecommunications infrastructure and services to the
     humanitarian community covering data connectivity and security communications,
     which are essential to support staff safety and effective operations.
   • Specifically, ensure that communication is available and accessible in Gaza Province (in
     the Guija, Chokwe, Chibuto, Bilene and Xai Xai districts).

Project Implementation
Common Logistics Services
9. In order to reach the affected population in a timely manner, logistics structures in country
   will be augmented to cater for the increased needs. Road transport will be provided from
   central storage locations to intermediate storage sites on both sides of the flooded area. Of
   the total amount of required humanitarian cargo, it is estimated that some 25% will
   originate from Beira, while the rest will be dispatched from Maputo.

10. Where possible, permanent storage structures will be leased while temporary storage units
    will be made available when required ensuring sufficient storage capacity.

11. As some areas are not accessible by land or river, the delivery of immediately required
    relief items to populations in isolated pockets will require the mobilization, transport, and
    operation of one helicopter to deliver relief items until water recedes and communities can
    be accessed by land.

12. When the terrain permits, transport from the intermediate storage locations to the final
    delivery points will be provided using small all-terrain trucks. Where beneficiaries are not
    accessible by road, small motorized boats will be used for the last leg of transport.

Logistics Coordination
13. The logistics staffing structures in Maputo and in key field locations, principally Xai-Xai,
    Chihaquele, Chokwe and Chibuto, will be augmented to ensure adequate coordination of
    the logistics response. Regular logistics coordination meetings will be held with
    participation from humanitarian organizations and Government ministries. The intention is
    to optimise the use of resources available at regional and local levels, identify and fill gaps,
    and avoid duplications of efforts.
14. The Logistics Cluster will work closely with the INGC to identify gaps and bottlenecks in the logistics response, as well as secure and manage the necessary logistics assets used by the humanitarian community.

Information Management
15. The Logistics Cluster cell in Maputo will be responsible for the overall collection and dissemination of logistics information through meetings, situation reports, and other similar tools.

Emergency Telecommunications
16. WFP as the Emergency Telecommunications Cluster (ETC) lead agency will support the humanitarian community with:
   - Overall coordination of ICT activities in Gaza and possibly other areas affected by the emergency.
   - Provision of data connectivity services to the humanitarian community responding in the affected areas through expansion of the VHF network coverage (including Guija, Chokwe, Chibuto, Bilene and Xai Xai districts in the Gaza province) with set-up of an additional VHF Repeater and back-up power. The final location of the Repeater will be determined jointly with government following an assessment mission. The equipment installed will be set-up in a way that it also addresses potential requirements in the Limpopo area.
   - Provision of common security communications to the humanitarian community responding in the affected areas.
   - Coordination and liaison on behalf of the ICT humanitarian community on licensing and importation requirement with the relevant government authorities.
   - Provision of Information Management services to support all ETC related activities.

Project Management
17. The Head of Logistics in Mozambique will be the project manager for this SO. The Country Director will be the fund’s manager and the Head of Finance will be the allotment manager. The ETC portion of the project will be managed by the CO ICT officer. Two sub-funded programmes will be created:
   - Logistics augmentation and coordination (to be managed by the Head of Logistics).
   - Emergency telecommunications augmentation, inclusive of security (to be managed by the CO ICT officer).

Project Cost and Benefits
18. This Special Operation has a duration of 6 (six) months at a total cost of US$ 2,076,254 and is expected to enhance the overall logistics and emergency telecommunications response to the relief efforts, and in particular, provide the necessary logistics and emergency telecommunications support to life-saving emergency operations in the flood-affected areas of Gaza province in Mozambique.

<table>
<thead>
<tr>
<th>Description</th>
<th>Value (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office Supplies &amp; Other Consumables</td>
<td>9,000</td>
</tr>
</tbody>
</table>
### LESSONS LEARNED - MOZAMBIQUE

<table>
<thead>
<tr>
<th>Communications &amp; IT Services</th>
<th>11,500</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th><strong>Operational Agreement Programming</strong></th>
<th><strong>1,098,178</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Air operation</td>
<td>275,403</td>
</tr>
<tr>
<td>- Road transport, first leg</td>
<td>269,750</td>
</tr>
<tr>
<td>- Road transport, second leg</td>
<td>269,750</td>
</tr>
<tr>
<td>- River transport</td>
<td>202,350</td>
</tr>
<tr>
<td>- Handling</td>
<td>80,925</td>
</tr>
</tbody>
</table>

| Distribution facilities and project material | 75,000 |
| Vehicules Leasing                        | 12,000 |
| TC/IT Equipment                          | 144,300 |
| **Total Other Direct Operational Costs (ODOC)** | **1,349,978** |

<table>
<thead>
<tr>
<th><strong>Direct Support Costs (DSC – Staff Salaries &amp; other costs)</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>International Professional Staff</td>
</tr>
<tr>
<td>Local Staff – National Officer</td>
</tr>
<tr>
<td>Local staff – General Service</td>
</tr>
<tr>
<td>Local Staff – Temporary Assistance</td>
</tr>
<tr>
<td>Local Staff – Overtime</td>
</tr>
<tr>
<td>Travel</td>
</tr>
<tr>
<td><strong>Total Direct Support Costs (DSC)</strong></td>
</tr>
</tbody>
</table>

| **Total WFP Direct Costs**                                  | **1,940,424** |
| **Indirect Support Costs (ISC – 7 per cent)**               | **135,830**   |
| **Total WFP Costs (Overall Project Requirements)**          | **2,076,254** |

#### Monitoring & Evaluation

19. The Key Performance Indicators for this operation are:
- Number of transports requests processed and deliveries completed = target 100% of requests.
- Number of agencies and organizations using logistics coordination services (meeting attendance) = target 15 organizations participating.
- Number of common operational areas covered by data and security communications services = target 100%.
- Number of humanitarian organisations using emergency telecommunications services = target 15 organisations.
- Information Management and collaboration platform established and maintained up-to-date = target one, or as many as required.
In addition to capture lessons learned on the Logistics and ECT Cluster services, a survey will be conducted to gather lessons, best practices and recommendations to improve, change or adapt where necessary the clusters coordination.

20. Operational reports will be provided on a regular basis as required

**Risk Analysis and Contingency planning**

21. A number of risks could impact the implementation of the operation. The main risks identified are presented through the three risk areas (contextual, programmatic and institutional). The subsequent narrative explains the risks and outlines mitigation measures to be taken.

**Institutional Risks**

22. These include lack of adequate resources to meet the demands of stakeholders and consequent damage to WFP's reputation. If necessary, WFP will adjust its operational capacity to match the level of resources received.

**Programmatic Risks**

23. Given the potential for increased needs arising from further flooding, clusters services described in this Special Operation might need to be expanded to different geographical areas and to be changed in line with emerging demands from stakeholders. An increase in flood water could result in damage to logistics infrastructure, which will require flexible and creative approaches to delivery. As a mitigation measure, logistics and emergency telecommunications operations will be monitored and scaled up or down depending on the needs expressed by the Government and/or Humanitarian partners. As the situation evolves, a budget revision might be needed.

**RECOMMENDATION**

This Special Operation covering the period from 20 January 2013 to 20 July 2013 at a total cost to WFP of US$ 2,076,254 is recommended for approval by the Deputy Executive Director and Chief Operating Officer, under the Executive Director's delegated authority.

**APPROVAL**

Amir Abdullah
Deputy Executive Director and Chief Operating Officer
D. MOZAMBIQUE EMERGENCY COORDINATION MECHANISMS ORGANIGRAM
LOGISTICS

Logistics Cluster Lead WFP; overall objective
The overall goal is to provide Logistics support to Cluster participants through common preparedness efforts and to ensure effective coordination mechanisms and timely emergency response.

Specific objectives
- Move food and non-food items plus other supplies to the affected areas
- Ensure proper storage facilities and management of supplies
- Provide logistics facilitation/coordination mechanisms for all emergency response players.

Planning Assumptions
- It is expected that logistics cluster service activation will not be required in scenario 1 as the scale is low, the onset often slow and the cluster participants are expected to be able to gear up their services individually as required. In case there is need for coordination due to an increasing scale of the localised floods or the strong winds, the cluster may be activated.
- For scenario 2 and 3, the Logistics cluster services will need to be activated. In these scenarios, road access to the affected areas will be limited and common warehousing and transport services (air and/or water) might be required. The planning volume assumptions for the warehouse space, transport requirements and logistics staff services will be based on indicative food and NFI rations and requirements per beneficiary number. These rations and requirements are established with the aim of allowing planning for the cluster services that may need to be activated.
- The Government (GoM) will make a substantial contribution in personnel and boats for rescue activities, and will coordinate and be in charge of the rescue function.
- The GoM will facilitate customs clearance of emergency equipment and supplies through signature of the OCHA Model Agreement type of agreement that pre-defines the required relief items and allowed importers. The GoM agrees to apply one stop shop for all the relief items’ exemption and customs clearance. They engage to provide prompt service in availing exemptions and takes charge of the customs clearance function.
- The GoM will identify the intervention areas and will facilitate access to storage and office facilities. The GoM will assist in provision of security for the same.
- The GoM will facilitate in establishing contracts and arrangement on the use of air carriers and access to the airports.
- The GoM through the INGC will ensure the timely availability of supply reporting formats to ensure standardization of reporting, allowing for the rapid development of a supply data base (oversight provided by WFP), which will provide the nucleus for supply reporting requirements.

Requirements
1. Assessment flight/ Flying Robot/ satellite pictures are available for designing concept of operation and requirements in the 72hours from the onset of emergency.
2. INGC makes arrangements to ensure the defined cluster participants can import duty free for pre-positioning and replenishment purposes, including signature of the OCHA Model Agreement.
3. The Logistics Cluster receives funding to establish Logistics hubs as and where required and work to ensure the timely delivery of supplies to the effected areas.
4. The Logistics Cluster receives funding to timely deploy sufficient staff that will be responsible for ensuring that supplies reach intended destination with the correct documentation. The
Mozambique Logistics Cluster will be able to deploy some members in the first group to set up the service.

5. The Global Logistics Cluster support cell will deploy an experienced Portuguese speaking Logistician to act as cluster coordinator, reporting to the WFP Head of Logistics. The support cell will avail more staff depending on the requirements.

6. The Logistics Cluster will ensure that in case of logistics gaps, bottlenecks or duplication such cases are appropriately addressed and resolved.

7. If required, Logistics Cluster will assemble LRT (Logistics Response Team) in order to conduct initial logistics assessment, participate in IA assessment and provide immediate operational logistics surge capacity and assume initial coordination role.

8. The Logistics Cluster will be part of Inter-Agency assessment team on the ground and will contribute to Programming of the response.

9. The Logistics Cluster will establish the logistics services based on the Cluster participants’ requirements and will draft a Concept of Operation subsequently; Logistics cluster participants actively attend the preparedness phase that will allow the cluster lead to establish an indication on the required services and get acquainted with the participants’ potential requirements.

10. In the first days of sudden onset emergency, prepositioned relief items and food will be mobilised, as well as existing stocks in the proximity of the disaster area which can be lent to the emergency operation and will be replenished afterwards.

11. INGC will seek to ensure settlement centres are established in locations where supplies can reach beneficiaries by road.

12. Logistics Cluster participants avail their stock information in the agreed format regularly to allow WFP as cluster lead to establish an integrated inventory of equipment and relief items that will be regularly updated.

Indicative requirements for emergency response and the deployment of Logistics teams in the affected locations

1. Contracted trucks as and when required
2. Helicopters depending on the magnitude of the disaster (light five-seat Bell and 9 ton capacity MI 26)
3. Light vehicle fleet to support Logistics staff movements
4. Quad Bikes or motor bikes
5. Light Aircraft or passenger movements (10-seat caravan type)
6. Temporary Storage Tents and portable/ tented office space at the Emergency locations/ Base camp.
7. Camping kits for all deployed personnel
8. Communication equipment to provide linkages to all emergency locations and various Country Offices/HQs.
9. Generators
10. Fuel and lubricants
11. Pallets for warehousing
12. 10 x 50 meter rolls plastic sheeting for emergency supply coverage for items stacked outside, or tarpaulins
13. Hand tools, pick axes, shovels spades, screw drivers, hammers, sledge and claw, bow saws, and ropes etc for general purposes.
## LESSONS LEARNED - MOZAMBIQUE

### Activities to be undertaken before an emergency

<table>
<thead>
<tr>
<th>#</th>
<th>Activities</th>
<th>By whom</th>
<th>When</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td><strong>Inventory of equipment and supplies</strong></td>
<td><em>All clusters members</em></td>
<td><em>Before the emergency season</em></td>
</tr>
<tr>
<td>2.</td>
<td><strong>Advocacy of standardisation and definition of relief items</strong> – to support the GoM to facilitate planning, prioritisation and customs clearance**</td>
<td><em>WFP as the cluster lead</em></td>
<td><em>Continuous</em></td>
</tr>
<tr>
<td>3.</td>
<td><strong>Physical layout/management of the Hub in terms of portable warehouse sitting, identifying/ rent inquiry of fixed warehouse site, identify office- work area, possible accommodation/ tented camp area for staff, with generator, running water etc</strong></td>
<td><em>Logistics Cluster/INGC planning team</em></td>
<td><em>ASAP</em></td>
</tr>
<tr>
<td>4.</td>
<td><strong>Common warehousing practices established, standard way bill (Items code directory), stock card control system implemented accordingly</strong></td>
<td><em>Logistics Cluster/INGC planning team</em></td>
<td><em>ASAP</em></td>
</tr>
<tr>
<td>5.</td>
<td><strong>Obtain the INGC’s HF/VHF frequencies, the directory of the INGC’s hubs with contacts</strong></td>
<td><em>WFP/INGC</em></td>
<td><em>ASAP</em></td>
</tr>
<tr>
<td>6.</td>
<td><strong>GIS Map of the area stating the GPS reading/name of the existing villages in the potential affected locations</strong></td>
<td><em>WFP/INGC</em></td>
<td><em>ASAP</em></td>
</tr>
<tr>
<td>7.</td>
<td><strong>Logistics capacity assessment: road conditions in potential disaster areas and alternative routes; air strips condition, warehouses</strong></td>
<td><em>All clusters members</em></td>
<td><em>November-December 2011</em></td>
</tr>
<tr>
<td>8.</td>
<td><strong>Pre-positioning of supplies</strong></td>
<td><em>All emergency players</em></td>
<td><em>4 month in advance</em></td>
</tr>
<tr>
<td>9.</td>
<td><strong>Meeting with customs to clarify clearance procedures and time frame for ‘special clearance’ window</strong></td>
<td><em>WFP as the cluster lead</em></td>
<td><em>Preliminary talks now</em></td>
</tr>
<tr>
<td>10.</td>
<td><strong>Initiate weekly Cluster meetings</strong></td>
<td><em>WFP as the cluster lead</em></td>
<td><em>Emergency confirmed</em></td>
</tr>
<tr>
<td>11.</td>
<td><strong>Re-confirm emergency stock levels that are pre positioned in country</strong></td>
<td><em>All cluster participants reporting to WFP focal point for consolidation</em></td>
<td><em>November-December 2011</em></td>
</tr>
<tr>
<td>12.</td>
<td><strong>Pre-check – potential surge capacity: LRT roster of Global Logistics Cluster and Partner Organizations</strong></td>
<td><em>All cluster participants to report to WFP once contact ascertained; All hub level assigned staff must be experienced and speak Portuguese</em></td>
<td><em>December 2011</em></td>
</tr>
<tr>
<td>13.</td>
<td><strong>Pre-check commitment of organisations/ government bodies who might be called on to assist (SA Air force, Communications San Frontiers, etc)</strong></td>
<td><em>WFP to ask GoM for International Governmental Support. Relevant agency for other contacts</em></td>
<td><em>When Emergency declaration likely</em></td>
</tr>
<tr>
<td>14.</td>
<td>Make sure all Logistics Cluster procedures clearly explained to all partners.</td>
<td><em>WFP/Logistics Cluster/LRT</em></td>
<td><em>December 2011</em></td>
</tr>
</tbody>
</table>
### LESSONS LEARNED - MOZAMBIQUE

<table>
<thead>
<tr>
<th>#</th>
<th>Activities</th>
<th>By whom</th>
<th>When</th>
</tr>
</thead>
<tbody>
<tr>
<td>15</td>
<td>Pre-check boat operator, prepare contract templates with WFP/cluster participants with existing Boat owner/contractor contacts/INGC Fleet</td>
<td>WFP/cluster participants with existing Boat owner/contractor contacts/INGC Fleet</td>
<td>November-December 2011</td>
</tr>
<tr>
<td>16</td>
<td>Review available transporters in districts who have secondary transport: small tonnage vehicles with WFP/all cluster participants.</td>
<td>WFP /all cluster participants.</td>
<td>November-December 2011</td>
</tr>
</tbody>
</table>

### Activities to be undertaken during an emergency

<table>
<thead>
<tr>
<th>#</th>
<th>Activities</th>
<th>By whom</th>
<th>When</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Prepare Concept of Operations with clear outlined types of services; Logistics cluster structure and reporting lines</td>
<td>WFP/Logistics Cluster/LRT</td>
<td>From onset</td>
</tr>
<tr>
<td>2</td>
<td>To plan for combined distribution of food and NFI, following items prioritization by Humanitarian Country Team</td>
<td>WFP/Logistics Cluster/LRT</td>
<td>From onset</td>
</tr>
<tr>
<td>3</td>
<td>Make sure all Logistics Cluster procedures clearly explained to all partners</td>
<td>WFP/Logistics Cluster/LRT</td>
<td>From onset</td>
</tr>
<tr>
<td>4</td>
<td>Work closely with INGC to avoid duplication of coordination structures</td>
<td>Head of Logistics Cluster or his/her designee/INGC Counterpart</td>
<td>From onset</td>
</tr>
<tr>
<td>5</td>
<td>Move and erect available portable storage as number 1 priority quickly followed by transportation of “all start” up supplies and assessment teams to the emergency response hubs</td>
<td>Logistics Cluster staff/WFP</td>
<td>Within 10 days of emergency declaration</td>
</tr>
<tr>
<td>6</td>
<td>Estimate the overall supply cbm of NFI and Food. Plan for the necessary transport resources accordingly</td>
<td>Logistics Cluster staff/WFP</td>
<td>Within 10 days of emergency declaration</td>
</tr>
<tr>
<td>7</td>
<td>Contact transporters and confirm full availability of resources. Contact boat operator and confirm availability of resources</td>
<td>Logistics teams deployed</td>
<td>From onset</td>
</tr>
<tr>
<td>8</td>
<td>Order more portable storage/ identify-rent more fixed, in relation to unfolding needs of the emergency</td>
<td>Logistics Cluster staff/WFP</td>
<td>From onset</td>
</tr>
<tr>
<td>9</td>
<td>Daily hub level Cluster meetings to discuss logistics related issues of response. Bi weekly capital city level Cluster meetings addressing actions where required from hub level cluster meetings</td>
<td>Coordinated by Logistics Cluster led by WFP at both the Hub and Capital levels</td>
<td>Daily/Bi weekly</td>
</tr>
<tr>
<td>10</td>
<td>Delivery planning at hubs according to prioritization criteria, with concise, regular feed back to capital city cluster</td>
<td>Coordinated by Logistics Cluster led by WFP</td>
<td>Daily</td>
</tr>
<tr>
<td>11</td>
<td>Daily deliveries monitoring and follow up, sent in a tabular format by Hub level to capital level and vice</td>
<td>Logistics Cluster Focal point</td>
<td>Daily</td>
</tr>
</tbody>
</table>
Activities to be undertaken during the Early recovery phase

<table>
<thead>
<tr>
<th>#</th>
<th>Activities</th>
<th>By whom</th>
<th>When</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Inventory of all surplus stock balances in all locations</td>
<td>All clusters members</td>
<td>When emergency over</td>
</tr>
<tr>
<td>2.</td>
<td>Agreement on what to do with surplus stocks balances</td>
<td>All cluster members</td>
<td>As agreed with the GoM</td>
</tr>
<tr>
<td>3.</td>
<td>Approach customs to ensure that any Emergency supplies still in pipeline</td>
<td>All cluster members submitting to WFP; WFP presenting consolidated letter to Customs</td>
<td>As agreed with the GoM</td>
</tr>
<tr>
<td></td>
<td>in route to Mozambique will be cleared under special arrangements</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Re-assess pre-positioning strategy / required supply quantities for new</td>
<td>Coordinated by WFP</td>
<td>1 month after emergency is</td>
</tr>
<tr>
<td></td>
<td>emergencies in light of surplus materials carry over from current</td>
<td></td>
<td>declared over.</td>
</tr>
<tr>
<td></td>
<td>emergency.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Convene a lessons learned retreat for all Logistics Cluster Members</td>
<td>Coordinated by WFP</td>
<td>2 weeks after emergency is</td>
</tr>
<tr>
<td></td>
<td>concerned, INGC and GoM participants.</td>
<td></td>
<td>declared over.</td>
</tr>
<tr>
<td>6.</td>
<td>Ensure all transporters bills/ warehouse rents etc are paid by concerned</td>
<td>All cluster members</td>
<td>A soon as emergency is</td>
</tr>
<tr>
<td></td>
<td>agencies/ organisations to avoid carry over problems in any future</td>
<td></td>
<td>declared over.</td>
</tr>
<tr>
<td></td>
<td>emergencies.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>Continue advocacy of standardisation of relief items – informed by</td>
<td>WFP as Cluster Lead</td>
<td>When emergency over</td>
</tr>
<tr>
<td></td>
<td>lessons learnt from emergency</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Common Relief Items

The following table shows the relief item requirements (based on Sphere standards) for Scenario 2 and Scenario 3 excluding the people affected by drought. The table includes items which will be given directly to the beneficiaries, and not additional relief items, which would e.g. be given to health institutions or similar.

Table 1 Relief item requirements for scenario 2 and 3 excl. drought
<table>
<thead>
<tr>
<th>Types of items</th>
<th>Ration size for family of 5</th>
<th>356,741 beneficiaries</th>
<th>1,430,606 beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Quantity</td>
<td>Weight (kg)</td>
<td>Volume (cbm)</td>
</tr>
<tr>
<td>Tarpaulins (woven plastic, 4x6m, white/blue)</td>
<td>2</td>
<td>8.40</td>
<td>0.022</td>
</tr>
<tr>
<td>Shelter Tool Kit</td>
<td>1</td>
<td>11.00</td>
<td>0.030</td>
</tr>
<tr>
<td>Blankets</td>
<td>3</td>
<td>5.25</td>
<td>0.033</td>
</tr>
<tr>
<td>Kitchen set</td>
<td>1</td>
<td>5.00</td>
<td>0.030</td>
</tr>
<tr>
<td>Jerry can</td>
<td>1</td>
<td>1.00</td>
<td>0.030</td>
</tr>
<tr>
<td>Jerry can</td>
<td>1</td>
<td>2.00</td>
<td>0.030</td>
</tr>
<tr>
<td>Bucket</td>
<td>1</td>
<td>1.25</td>
<td>0.030</td>
</tr>
<tr>
<td>Latrine Slabs</td>
<td>0.25</td>
<td>0.25</td>
<td>0.005</td>
</tr>
<tr>
<td>Mosquito nets</td>
<td>3</td>
<td>3.00</td>
<td>0.045</td>
</tr>
<tr>
<td>Chlorine or Certeza</td>
<td>2</td>
<td>2.00</td>
<td>0.030</td>
</tr>
<tr>
<td>Soap, body soap, 100g</td>
<td>1</td>
<td>1.25</td>
<td>0.030</td>
</tr>
<tr>
<td>Soap, laundry soap, 200g</td>
<td>1</td>
<td>1.00</td>
<td>0.030</td>
</tr>
<tr>
<td>Cereals, pulses and oil (per month)</td>
<td>1</td>
<td>59.00</td>
<td>0.040</td>
</tr>
<tr>
<td>Biscuits (CSM, BPS) (500g/person/3 days)</td>
<td>1</td>
<td>7.50</td>
<td>0.011</td>
</tr>
<tr>
<td>TOTAL</td>
<td>19.25</td>
<td>107.9</td>
<td>0.322</td>
</tr>
</tbody>
</table>

Types of items
- Ration size for family of 5
- 356,741 beneficiaries
- 1,430,606 beneficiaries

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### LESSONS LEARNED - MOZAMBIQUE

#### F. CERF REQUEST – LOGISTICS INPUTS

<table>
<thead>
<tr>
<th>CERF No.</th>
<th>Date</th>
<th>Type of submission</th>
<th>New Revised</th>
</tr>
</thead>
<tbody>
<tr>
<td>13-WFP-005</td>
<td>30 Jan 2013</td>
<td>Logistics</td>
<td></td>
</tr>
</tbody>
</table>

#### III. AGENCY PROJECT PROPOSALS (2 pages each)

1. Requesting agency: WFP

2. Project title: Common logistics service to ensure appropriate access to population affected by floods in Gaza Province

3. CAP/Flash Appeal project code: (Mandatory to provide where an appeal exists)

   - Note: Where more than one CAP/FA project code applies to a single CERF project proposal, please also specify in this field the amount of CERF funding requested against each project code.

4. Cluster/sector/cross-cutting issue: Logistics

5. Geographic areas of implementation targeted with CERF funding: Gaza Province, flood affected districts, Mozambique

6. Implementation start date of CERF funded activities (Rapid Response projects only)
   - a. Will implementation of the CERF funded activities start prior to disbursement of funds (YES or NO)? **YES**
   - b. If YES please provide start date (date/month/year): **20/01/2013**

   Please note that for Rapid Response projects the implementation deadline is six months from the date of disbursement or, where specified, from the start date provided above (which must not exceed more than six weeks prior to the disbursement date). If an earlier start date is to be specified please ensure that justification is included in the project proposals.

7. Total number of individuals targeted with CERF funding (provide a breakdown by sex and age).
   - a. Female: 95,000
   - b. Male: 55,000
   - c. Total individuals (female and male): 150,000
   - d. Of total, children under 5: 10,500

8a. Total project budget: **US$**
8b. Total project funding received so far: **US$ 1,920,171**

9. Total amount of CERF funding requested: Please provide the total amount and include an estimation of the planned breakdown of funds by type of partner:

   - a. UN agencies/IOM: **US$ 713,937**
   - b. NGOs (please list individually): **US$**
   - e. Total: **US$ 713,937**

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Funding (USD)
In response to the flood emergency in the Gaza province affecting an estimated 150,000 people in the first 3 months of the response, the Logistics Cluster is mounting an operation which aims to coordinate the logistics response, gather and disseminate logistics information and provide common logistics services. The beneficiaries are stranded in locations that can only be reached by helicopter, specialised boats or trucks. It is crucial that cluster coordinates the use of these scarce and expensive assets, prioritises the loads and finally contracts these assets making sure that they are available to all. Without the cluster arranging this service and without the cluster service, it is likely that some of the beneficiary life-saving requirements will not be met at all or in time. The helicopters will be used for destination where no land access is possible. The common warehousing in the area is necessary to allow cargo collection, grouping and arrangements for the final deliveries to take place. The transport from Beira and Maputo is availed to ensure that the relief items are transported to the common warehousing areas in time, to make sure that the contracted assets are fully used, not expecting the relief items delivered by various agencies individually. Finally common contracting of the transport allows using larger payload trucks, allowing economies of scale for the entire cost of operation.

The Logistics Cluster is the largest cluster with a service provision mandate, and all the other clusters require its services; hence the coordination and information sharing tasks are complex and labour-intensive. Currently 20 agencies are active cluster members, while up to 40 members are expected.

The operation required by the Cluster members, which is based on the Logistics Cluster preparedness and response plans, will thus cater for the delivery of an estimated 8,460cbm or 1,467mt of life-saving emergency aid to the affected areas. These items include but are not limited to shelter material, emergency kits, wash materials and emergency food. About 25% of this cargo will originate from Beira, while the remainder will be originating from Maputo. The cargo will be transported by road to intermediate storage locations on both sides of the flooded area. From these locations the cargo will be transported to the final delivery points as terrain permits.

The Logistics Cluster will to that end avail temporary storage units to compensate where permanent storage space is not sufficient to cover the needs; small, specialised trucks and motorised boats to cover the transport from the intermediate storage to the final delivery point, and; contract air transport (helicopters) at the onset of the emergency to provide transport to areas not reachable by other means of transport. It is estimated that a maximum of 161m3 or 540mt of relief items need to be moved by helicopter in the first weeks of the response.

The logistics response requires augmented coordination efforts both at Maputo and field levels and the Logistics Cluster operation therefore also includes augmented logistics staff in all key locations - principally Maputo and Xai- Xai/ field but also other key locations as the situation requires. The CERF funding is being sought for 50% of operational budget, to deliver 50% of the above discussed relief requirements.

11. Description of the CERF component of the project (2 pages). Please describe the project as per the three headers provided below.

(a) Objective(s)

Effectively coordinate the logistics cluster through the reinforced structure and deliver an estimated 3,088cbm or 535mt of life-saving relief items to the affected areas.

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4 The CERF Life-Saving Criteria, which specify sectoral activities that the CERF can fund, are available at http://cerf.un.org.
(b) Activities

The required activities are

(i) The coordination of the logistics cluster, including gathering and dissemination of the logistics information and coordination of the response of the scale that this emergency and the sizeable cluster requires;

(ii) Provision of the common logistics services: management of the common logistics service consisting of transport from the main origins Maputo and Beira to the intermediary storage areas near the flooded areas, shunting to the rivers transport and helicopter staging area for further delivery to the destination. Warehousing, handling and local small trucking services need to be hired on these sites as well.

(c) Expected Outcomes and Indicators (please use SMART indicators)

Expected Outcomes:
The relief items availed in time delivered to the destinations, the funding levels permitting. Logistics Cluster activities are effectively coordinated and information available to all cluster members and logistics gaps avoided.

Indicator:
98% of the availed relief items delivered to final destinations in the 3 months of operation, in function of the availed funding.

12. Implementation Plan: Please include information on the mechanisms for implementation, grants to cooperating partners, the duration for implementing CERF-funded activities, monitoring and reporting provisions.

WFP as the Logistics cluster lead will contract the required services from the private sector and implement the activity using partly current and external staff resources that have been deployed for this operation. The current requirement is planned for 3 months and the volumes for deliveries are those required for 150,000 people. The initial response has started 20 January 2013. Some of the assets have already been contracted, however as funding has not yet been confirmed, the rest of the implementation plan will be dependent on the funding.

The cerf activities will be implemented under the general guidance and supervision of the Head of Logistics and Logistics Officers at various levels will oversee their areas of responsibility and implementation. According to the UN Aviations regulations, the helicopter service will be contracted by WFP HQ and an Aviation and Aviation safety officer will oversee the implementation, reporting to the Head of Logistics. Reports on the receipts, stocks and dispatches and situation reports will be prepared daily. For financial reporting, WFP rules and regulations will be followed.

Budget In separate Excel Document

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5 SMART indicators are: specific, to avoid differing interpretations; measurable, to allow monitoring and evaluation; appropriate to the problem statement; realistic and able to achieve; time-bound indicating a specific period of time during which the results will be achieved. Indicators must be designed to enable you to identify the different impacts (intended and unintended) your project has on women, girls, boys, and men.