INTER-AGENCY STANDING COMMITTEE 63RD WORKING GROUP MEETING

Cluster Working Group on Logistics: Progress Report

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The Logistics Working Group was chaired by WFP and included representatives from UNHCR, UNICEF, OCHA, UNJLC, UNFPA, IOM. The ICRC and IFRC also participated and provided much valuable input, but it is understood that these organizations cannot be a part of any UN coordination mechanism.

I Objectives

The objectives of the Logistics Working Group were:

- To produce actionable recommendations for improving the predictability, speed and effectiveness of international humanitarian response in the logistics sector;
- To define the roles and responsibilities of a sectoral lead agency that would ensure effective response in the sector;
- Propose an implementation plan for actionable recommendations.

On 12 September 2005 the Inter Agency Standing Committee (IASC) endorsed the proposal of the Logistics Cluster to designate World Food Program (WFP) as the Logistics Cluster Lead Agency.

II Identification of Logistics Gaps

With the view to improving surge capacity, the Logistics Working Group identified areas where improvements were needed, particularly to ensure better logistics preparedness and response, and to facilitate improved interagency interoperability through the pooling of resources. These issues were also highlighted in the Humanitarian Response Review.

III Recommendations

The main recommendations as defined by the Logistics Working Group were as follows:

- ➤ WFP should take the role of the agency with primary managerial responsibility and accountability fro logistics.
- A Logistics Cluster to be established to look at proposed follow-up activities.
- > Subgroups to work on specific aspects of logistics, including preparedness, interoperability and responsiveness.
- Triggers for activation of logistics support to another sector
- Funding for capacity building and implementation.

IV The Logistics Cluster Working Group

As a result of the recommendations outlined above, the Logistics Cluster Working Group was established. Its composition was basically the same as that of the Logistics Working Group and included representatives from UNHCR, UNICEF, OCHA, UNJLC, UNFPA, IOM. The ICRC and IFRC also participate and provide much valuable input, but it is understood that these organizations cannot be a part of any UN coordination mechanism. The Working Group requires greater NGO participation and efforts continue to share more information on the process. World Vision International are now active participants and it is hoped that CARE, IRC and Mercy Corps will also participate.

The Logistics Cluster Working Group initially formed three subgroups to work on specific aspects of logistics, including preparedness, interoperability and responsiveness. After careful consideration the decision to merge both Preparedness and Interoperability was taken as both were considered complimentary and overlapped in many areas.

4.1 Preparedness and Interoperability

The sub-group on Preparedness has drafted a series of 4 papers. These papers include actionable recommendations, a plan for phased introduction and resource requirements. The titles of the papers drafted and a short summary of the context of each paper are outlined below:

1. Discussion paper on the 'Criteria and Procedures for Applying the Logistics Cluster Concept and Activating Common Logistics Services.

Generic criteria for applying the Logistics Cluster concept have been developed and agreed. It is understood that these criteria may vary depending on the type of emergency and the logistics environment (attached as Annex A).

2. Discussion paper on 'Interagency Contingency Planning'.

A more effective response to natural disasters and complex humanitarian emergencies requires improved contingency planning and preparedness among members of the IASC. While the preparedness and contingency planning of the individual agencies is relatively strong, integration needs to be strengthened and logistics aspects included to ensure better inter-agency planning (attached as Annex B).

3. Discussion paper on Humanitarian Response Network (HRN)

The HRN initiative is based on existing inter-agency work to develop a global network of warehouse facilities from which to launch emergency response operations. The overall aim is to provide significantly better supplies information and coordination to both preparedness initiatives and responses to large-scale emergencies. In particular NGOs which do not have the capacity to build on-site warehouse would capitalise on this initiative.

It is proposed that a Humanitarian Response Network oversight body (to include the IASC [Logistics Cluster], UNJLC and NGOs) be formed to act as an interface between different standby and response partners, from the humanitarian and commercial sectors, in order to augment capacity through introducing / improving standards and providing guidance.

4. Discussion paper on Stockpile Mapping.

The Preparedness Subgroup decided to use the Register of Emergency Stockpiles as a base for the stockpile mapping exercise, and agreed to collaborate on the updating of data and to include quantities of goods in stock. The group also recommended listing in the Register the most frequently stocked items and to establish common NFI denominators for each sector. The respective Cluster Working Groups (Emergency Shelter, Water and Sanitation and Health) are to provide their inputs on the common NFI denominators.

Other topics discussed by the Preparedness and Interoperability Sub-Group include:

- ➤ Determine training requirements to familiarize logistics staff with movement of Food and Non Food Items, including the requirement for additional resources.
- Pre-positioning of essential and bulky items including vehicles.
- > Review procurement procedures to include:
 - Long Term Agreements
 - Exchange of items between agencies
 - Swapping of items between agencies
 - Logos and how to address the issue
 - Revision of bilateral agreements

4.2 Responsiveness

The sub-group on Response has also drafted a series of 4 papers. These papers include actionable recommendations, a plan for phased introduction and resource requirements. The titles of the papers drafted and a short summary of the context of each paper are outlined below:

5. Discussion paper on 'Inter-Agency Logistics Response Team'.

The onsets of major humanitarian disasters are often characterized by a lack of credible information. This lack of information generally involves information needs and populations affected and the logistics situation on the ground. The lack of such information hinders the onset of timely, efficient and well directed humanitarian relief operations. There is an urgent requirement for the UN agencies to assess and act immediately in large scale emergencies (attached as Annex E).

6. Discussion paper on the 'Establishment of Logistics Priorities.

The establishment of humanitarian logistics priorities is essential to improve the efficiency of humanitarian assistance. This is particularly true in the case of bottlenecks. When the concept of using common transport is applied, procedures

should be established to ensure correct and objective sharing of the available assets (attached as Annex F).

7. Discussion paper on the 'Use of Military and Civil Defence Assets (MCDA).

The Guidelines on the use of MCDA in both natural disasters and man-made disasters have been published in May 1994 (Oslo Guidelines) and March 2003 (Complex Emergencies). The need to address the principles of these guidelines is paramount in preventing the use of these assets in an uncontrolled and erratic way. The use of these assets should be strictly in accordance with the proscribed guidelines and with the Logistics Cluster recommendations (see Annex G).

8. Discussion paper on 'Airfield De-Congestion"

The problem of airfield congestion during large scale natural disasters is common. The consequent delays to arrival of rescue teams and relief commodities cause loss of life and a waste of resources. Causes include the overwhelming influx of aircraft which quite often exceeds the handling capacity of the airports (attached as Annex H).

Other topics discussed by the Responsiveness Sub-Group included the options for private sector, government and regional organisations' support. It was agreed that the Logistics Cluster Lead Agency would further explore these options. Nevertheless, it was mentioned that this should be carefully approached to avoid that private companies, governments and regional organisations would put more emphasis on publicity and visibility aspects than on the rationale and efficiency of their support and, in case of private sector partnership, that any potential conflict of interest be carefully monitored.

V Actionable Recommendations

The Logistics Cluster identified major gaps in the availability, readiness and skills of logistics experts at the onset of large scale emergencies. The cluster members agreed that logistics is mostly undervalued and under resourced. Therefore it should be considered to augment logistics staff and introduce specific common training programmes to broaden the field of expertise and improve responsiveness. It is proposed to create a concept to deploy an interagency Logistics Response Team at the onset of large scale emergencies. Mechanics and procedures for smooth integration of such Teams in the existing on-site structures have to be developed.

In addition, the Logistics Cluster recommends improvement in the availability of ICT and other equipment to support the logistics operations in the early deployment phase.

Further recommendations include:

- More logistics involvement in inter-agency contingency planning
- Updating of the emergency stockpiles in OCHA's Central Register and agreement on common denominators.

- Development of a common database and reporting system of relief items such that a mechanism can be established for providing an overview of movements towards the crisis region and availability within the affected area.
- The Logistics Cluster to link with the IAPWG to build on decisions and practices for collaborative purchasing and support swapping.
- Pre-positioning of bulky items, including vehicles
- Explore the potential offered by the Humanitarian Response Network (HRN)
- ➤ Use the Military and Civil Defence Assets in accordance with the existing guidelines.

More details on these recommendations are in the discussion papers and matrix attached to this document.

VI Plan for Phased Introduction

While certain actions can be taken before end 2005, the major efforts to comply with the above recommendations should take place during the first semester 2006. Actions should be consolidated and practiced during the second half of 2006.

Proposals for phased introduction are in the attached discussion papers and matrix.

VII Funding

Improving humanitarian responsiveness is not possible without making the necessary investments in recruitment, training and procurement of the necessary equipment. In addition, the pre-positioning of vehicles will require important investments. Finally, sufficient budgets should be made available to allow unimpeded deployment of teams and equipment at the onset of large-scale emergencies.

More details on these budget requirements are in the discussion papers and matrix attached to this document.

Prepared by Cluster Working Group on Logistics – November 2005

Annex A: Criteria and Procedures for Applying the Logistics Cluster Concept and activating Common Logistics Services

Annex B: Interagency Contingency Planning

Annex C: Humanitarian Response Network (HRN)

Annex D: Central Register (Emergency Relief Commodities)

Annex E: Inter Agency Logistics Response Team

Annex F: Establishment of Logistics Priorities

Annex G: Use of Military and Civil Defence Assets

Annex H: Airfield de-Congestion

Appendix 1: Matrix

Annex A

HRR Logistics Cluster: Responsiveness Subgroup

Discussion Paper on Criteria and Procedures for Applying the Logistics Cluster Concept and Activating Common Logistics Services

I Context

On 12 September 2005, the IASC endorsed the proposal of the logistics cluster to designate WFP as the Logistics Cluster Lead Agency. This paper discusses the modalities for requesting support from WFP and activation of logistics common services.

II Discussion

2.1 Logistics Cluster Lead Agency

Below are generic criteria for applying the Logistics Cluster Concept. These criteria may vary, depending on the type of emergency and the logistics environment.

- ANY and ALL parties involved in responding to a given emergency shall be free to identify and flag the issue of a supply chain problem possibly requiring WFP's logistical assistance, reporting the existence of any such problems to the Resident/Humanitarian Coordinator.
- ➤ It is anticipated that such problems would only occur in the case of emergencies of sufficient scale and complexity which warrants the appointment of a Humanitarian Coordinator and in which a Consolidated Appeal is in place or is expected to be in place.
- ➤ The Resident/Humanitarian Coordinator will consult with WFP on the feasibility of solving the logistics problem.
- ➤ WFP as the logistics lead agency would assess, possibly with the assistance of the UNJLC, the available logistics capacity, and make recommendations. WFP may even take direct action as the agency of last resort.
- Once it is agreed that WFP logistics assistance is to be provided, the relevant Country Team or User Group, will provide WFP with a clear mandate to lead the logistics operations from that point. The agency requesting support should make available the required funding.
- The Logistics Cluster Lead Agency (WFP) is the agency of last resort but its role in meeting a logistics gap is not merely to act as a transporter. It must also provide a solution(s) to a significant part of the supply chain (excluding procurement).

- It is recognized that any logistic solutions proposed may not necessarily involve the direct participation of WFP itself. Such solutions may take the form of a recommendation by WFP for another agency/NGO/organization to provide the required assistance. Take the case of Sudan where at present Care and UNJLC together are providing warehousing and trucking services. WFP would expect to make use of the logistics common services in discharging its responsibilities.
- The Agency/s receiving assistance may be requested to provide staff to assist WFP in the logistics role. Agencies will nominate one Focal Point person as part of the group working with WFP. The nominated focal point should be the sole intermediary and conduit for communications between WFP and the recipient Agency. In cases where this is not appropriate the reporting line should be through an interagency entity such as UNJLC.

2.2 UNJLC

The protocol for activating the UNJLC has been approved by the IASC WG in 2002 and is laid down in Annex D of the Concept. In principle, at the onset of a large-scale emergency, an interagency consultation will take place to determine whether the conditions warrant the activation of the UNJLC. This consultation will be at both HQ and Field level. If the Country Team agrees that UNJLC's activation is required, the Humanitarian Coordinator will advise the UNJLC Core Unit to make a formal request to the IASC-WG. The IASC-WG members shall take a decision within 24 hours.

Upon request of the HC and in consultation with the Country Team, the IASC/WG can also decide on UNJLC activation before the outbreak of the emergency.

WFP, the Custodian agency, will include the estimated funding requirements in the CAP and create a dedicated Special Operations (SO) account for the UNJLC deployment.

2.3 UNHAS

UNHAS is normally activated by a request from a UN Country Team.

At the onset of an emergency, agencies include their requirements for strategic airlift in their individual appeals in the CAP, but common requirements for regional and local air transport are not clearly identified. This poses problems for UNHAS in defining the funding requirements in the CAP. It should be a priority of the Country Team to discuss and define the regional and local airlift requirements for both passengers and cargo transport (NFI). Strategic and also regional requirements should be analysed at HQ level, and the need for common strategic and regional airlift should be considered.

Requirements for airlift in Complex emergencies should be discussed during the contingency planning phase (see discussion paper on contingency planning). As such, actions can be taken to appeal for funding in the CAP.

During natural disasters, it should be decided at an early stage whether or not helicopters are required. An important factor in this decision will be accessibility to the disaster stricken area. During the two most recent emergencies (Tsunami and Pakistan) it was clear that the immediate deployment of helicopters was of life saving importance.

In summary, the requirement for a common air service should be defined either before (man-made) or immediately after the onset of a disaster (natural). The requirement will be endorsed by the RC/HC, after consultation with the Country Team and WFP.

Funding should be available immediately. If it is too difficult or time consuming to deploy commercial assets, the political situation permitting, appeals for MCDA should be made.

<u>NOTE</u>: Depending on the requirements and the environment, the activation of UNJLC and/or UNHAS are not necessarily inter-related. The request for support of the Logistics Cluster Lead Agency (WFP) will be done separately, but the latter could call up on the assistance of UNJLC and UNHAS for providing the requested support.

III Actionable Recommendations

Agree on the protocol for requesting support of the Logistics Cluster Lead Agency and logistics Common Services

IV Plan for phased Introduction

Immediate application after approval of IASC/WG

V Resource Requirements

Plan the provision of CERF Funds for:

- > Supporting agencies which require urgent logistics support at the onset of an emergency
- Activating the UNJLC
- Chartering the required number of aircraft at the onset of the emergency.

Annex B

HRR Logistics Cluster: Responsiveness Subgroup

Discussion Paper on Interagency Contingency Planning

I Context

'A more effective response to natural disasters and complex humanitarian emergencies requires improved contingency planning and preparedness among the members of the Inter-Agency Standing Committee (IASC). While individual agency preparedness and contingency planning is relatively strong, integration needs to be strengthened to ensure better inter-agency planning'

Two main types of humanitarian contingency planning should be considered

- ➤ Man made Disasters
- Natural Disasters

II Man Made Disasters

2.1 Phase 1(Preparation): Conflict is possible

Context analysis, scenario building, planning assumptions

Logistics: conduct logistics capacity assessments including availability of stocks, warehouses, road conditions, fuel situation, market trends, entry points, and airfields. Preparation of facilitation agreements. Mapping of logistics data. Preparation of relevant page on website.

Define strategy and objectives

Logistics: anticipated number of beneficiaries, modes of transport. Anticipated needs for common warehouses, transport assets.

➤ Define Management and Coordination Arrangements

Logistics: Lead Agencies? Humanitarian/Resident Coordinator? Who will be the (military) authorities? Anticipate coordination structures with military authorities for safe passage and de-confliction. Start awareness campaign: authorities have to know the Concept of Lead Agency and what UNJLC/UNHAS and other common services are supposed to do. Include surrounding countries (ResReps) in awareness campaign.

Develop Response plans

Report of the –SG on 'Strengthening the coordination of emergency humanitarian assistance of the UN'

Phased deployment? Identify strategic hubs/entry points. Anticipate required operational support equipment. Define Communications and IT requirements, prioritise deployment of ICT equipment.

2.2 Phase 2: (Consolidation/Preparation of operations) Conflict is eminent

Transition from Contingency Planning to Ops Planning

- Pre-positioning of commodities.
- Assignment of Coordination Authority (HC/RC, Lead Agencies/Clusters)
- > Deployment of Teams (common services) to prepare operations

Logistics: Contracting of common transport assets (Lead Agency). Monitoring of transport costs to ensure that competition is not pushing up costs. Development of procedures and prioritisation of the use of common assets. Establishment of Field Steering Committee. Publication of Air Ops plan. Phased deployment of aircraft for starting common Services (HAS). Activation of strategic hubs. Negotiation of facilitation measures for transiting/import of commodities and support equipment. Publication of customs procedures. Agreement with military authorities on deconfliction and safe passage procedures. Updating of Fuel situation. Activation of relevant page on website.

III Natural Disasters

3.1 Elements for Contingency planning

- Sudden, overwhelming needs
- Damaged infrastructure & communications
- Casualties & stress amongst local officials
- Outburst of mutual assistance
- ➤ Influx of international assistance

3.2 Difference between Man made and Natural Disasters

- Speed of Response
- Role of National Government
- ➤ Bilateral assistance predominates
- Acceptability of use of military assets
- Need for real time coordination of assets on site
- > Pressure of media attention

3.3 Identification of disaster prone regions. Early Warning System

Logistics: Compile all elements regarding logistics capacity including availability of stocks, warehouses, road conditions, fuel situation, entry points, airfields. Map logistics data. Anticipate possible bottlenecks and prepare appropriate actions.

Coordinate rapid response actions with mandated UN authorities in the area.

3.4 Preparing for unexpected Natural Disasters.

Logistics: Synchronise logistics response with overall UN response i.e. consolidate procedures for integrating logistics experts in UNDAC Team (see IA Logistics Response Team). Review/Develop checklists and procedures for conducting logistics assessments.

IV Actionable Recommendations

- ➤ Involve UNJLC in interagency contingency planning and early warning process.
- Assign one Core Unit staff officer for inter agency contingency planning
- Map detailed logistics capabilities in vulnerable regions
- ➤ Develop concept/procedures for taking necessary anticipatory actions during the contingency planning phase.
- > Deploy logistics staff officers in the region if crisis is eminent.

V Plan for phased Introduction

➤ Before 31 December 2005

- Recruit data management expert for developing system to map logistics infrastructure (see Preparedness measures)
- Acquire software for mapping of logistics data (see preparedness measures)

➤ Before 30 June 2006

Receive inputs from agencies and develop interagency logistics data map.

➤ Before 31 December 2006

 Conduct assessment/audit of available logistics data, identify gaps and recommend appropriate measures to fill up the gaps.

VI Resource Requirements

- Assignment (recruitment) of UNJLC contingency planning officer
- Recruitment of database manager (see Preparedness)
- ➤ Acquisition of Software for logistics mapping (see Preparedness)

- > Development and printing of checklists
- Funds for deploying Contingency Planning Team <u>before</u> the outbreak of the crisis.

Annex C

HRR Logistics Cluster: Responsiveness Subgroup

Discussion Paper on Humanitarian Response Network: Ideas to update an existing concept

I Brief Background

The HRN is based on existing inter-agency work supported by the United Nations (primarily WFP, UNJLC and UNICEF) to develop a global network of warehouse facilities from which to launch emergency response operations. Currently there is no clear (formalised / neutral) coordinating body and no easily accessible communications platform to facilitate the exchange of supply-chain information between the UN, NGOs, International Organisations, Donors and the Commercial Sector.

It is proposed that a Humanitarian Response Network oversight body (to include the IASC [Logistics Cluster], UNJLC and NGOs) be formed to act as an interface between different standby and response partners, from the humanitarian and commercial sectors, in order to augment capacity through introducing / improving standards and providing guidance. The overall aim of a revised HRN is to provide significantly better supplies information and coordination to both preparedness initiatives and large-scale emergency operations.

<u>Note</u>. Much supply-chain and information management capacity is as yet untapped within the commercial sector).

Advantages could include:

- ➤ Improvement in response times (<48 hours)
 - Direct access to relief goods (virtual stock will be requested by everyone at the same time)
 - Faster access to aircraft
 - Better customs clearing procedures
- Better logistics response mechanisms to reduce the risk of chaos
 - Common pipeline for the first few weeks of a disaster (supply better fit to
 - demand)
 - Limit on the number of organisations bringing in goods that would require additional logistics support
- Access to an information platform
 - Coordinated supply-chain planning

- Updated information; needs assessments conducted for all major relief agencies
- Improved aid / commercial sector communications
- ➤ Direct access to funding (there is interest from the commercial sector to support this)
 - Setup of a Disaster Fund to pre-finance operations awaiting appeals
 - Access to free or subsidised NFI (Gifts in Kind)
- ➤ Warehousing cost reductions (in partnership with the commercial sector?)
 - Joint warehouse capacity
 - Better stock turnover (through shared supplies)
- Freight cost reductions (through improved private / public partnerships)
 - More efficient use of transportation resources
 - Larger bargaining power and lower prices
- Better procurement of goods
 - Relief goods and support equipment are procured in larger quantities
 - leading to lower prices
 - Cost reductions due to standardization
 - Better conditions in Long Term Agreements
 - Possibilities for virtual stock and higher priority in times of scarcity

At a recent inter-agency meeting in London, the above proposal was discussed. The following is a summary of comments provided by the participants:

II Comments from UN:

- There is a need for coordination, which exceeds what one single organization can do. It is very important to improve emergency response capacity, increase cooperation and look at cost efficiency.
- ➤ UN Procurement procedures may pose difficulties to joint procurement.
- Some agencies wish to increase emergency response capacity so cooperation would be very welcome.
- Common warehousing in Europe (Copenhagen, Brindisi) is very effective but response can still be improved globally by situating certain supplies (bulky stock and vehicles) in strategic locations that offer opportunities for speedy replenishment and easy access to international trade lanes.

III Comments from NGO's:

- Coordination is always a big challenge; it would be useful to share charter flights. HRN could help to eliminate unwanted competition in the logistics phase.
- The network could play an important role with interagency needs assessments at the beginning of an emergency.
- The cost of NOT building a network like this would be substantial!
- ➤ UNJLC's mandate (as a lead for HRN?) should be enforced. It is currently complicated to see who does what between UNJLC, OCHA and other entities.
- The HRN will have to be absorbed into the existing models and current coordination mechanisms (Logistics Cluster, Interagency groups, UNJLC, OCHA)
- For the major disasters funding is not usually a big issue, therefore activation should not be a problem.
- Partnership with the commercial sector would be extremely valuable. Public / private partnerships would be most practical in terms of emergency preparedness. Commercial entities are less suited to emergency response, which should be conducted primarily by the humanitarian sector.

IV General comments:

- ➤ Logistics within the UN and NGO's is undervalued and under resourced.
- All parties see the added value of a Humanitarian Response Network. Main issues relate to governance, activation, branding and (pre-) funding.
- Coordination is essential; condemning ourselves to unilateral action is not in the interest of our beneficiaries.
- It would be good if it is possible to subscribe to parts of the concept, for example only certain regions or only warehousing and transportation and not procurement.

Annex D

HRR Logistics Cluster: Preparedness Subgroup

Discussion Paper on Stockpile Mapping

I Context

The HRR made a recommendation to "expand global mapping of relief stocks", through which agencies are to report on "quantity, values, geographical positioning, availability and access" of its stockpiles of relief goods. In order to carry out this task, the Logistics Cluster created the Subgroup on Preparedness, co-chaired by OCHA and the UNJLC. A first meeting of this Subgroup was held on 13 September 2005, in Geneva.

II Discussion

The Register of Emergency Stockpiles, part of the OCHA Central Register of Disaster Management Capacities, was established in 1992 and contains data on stockpiles of UN Agencies, NGOs, and Government agencies. It includes information on location of stockpiles, types of items in stock (basic specifications, packaging, quantity), as well as information on how to access the stocks and contact data of responsible persons in each organization. However, the data is not up-to-date and stockpile holders have not included quantities of items due to constant fluctuation of stock levels and the resulting difficulty in maintaining updated data.

III Actionable recommendations

In its meeting on 13 September 2005, the Preparedness Subgroup decided to use the Register of Emergency Stockpiles as a base for the stockpile mapping exercise, and agreed to collaborate on the up-dating of data and to include quantities of goods in stock. The group also recommended listing in the Register the most frequently stocked items and to establish common NFI denominators for each sector. The respective Cluster Working Groups (Emergency Shelter, Water and Sanitation and Health) are to provide their inputs on the common NFI denominators.

IV Plan for phased introduction

- Finalize list of NFIs related to each sector, which should be compatible with a common tracking system, by end November 2005.
- ➤ Data on stockpiles (including contact information on focal points from each agency) to be up-dated by OCHA with agency inputs, or directly by agencies themselves, by end December 2005.

² Humanitarian Response Review (Chapter II, paragraph 5.6.2), Adinolfi et.al, August 2005.

- Agree on frequency of up-dates of quantities of items in stock (possibly on monthly basis or as significant changes occur), by end June 2006.
- Invite donors and important NGOs to include information of their stockpiles in the Register (or provide up-dates if already included), by end June 2006.
- ➤ Carry out a "gap analysis" of the information that is available and the current configuration of the Register of Stockpiles and evaluate if additional modules or modifications are required to meet user needs, by end June 2006.
- ➤ It is expected that modules will have to be added to include complementary operational data on stockpiles, information on available warehouse capacity and geographical mapping, by the end of 2006.

V Resource requirements

- Possible up-date of software and databank of Register of Stockpiles.
- Addition of new modules, as necessary (see point 4 above).
- Dedicated staff (one General Service post) in OCHA for regular updating, ensuring consistency and quality of agency inputs, and for inclusion of additional emergency stockpiles in order for the database to be as complete as possible.

Annex E

HRR Logistics Cluster: Responsiveness Subgroup

Discussion Paper on Inter-Agency Logistics Response Team

I Context

More often than not, the onset of a major humanitarian emergency is characterized by the lack of credible information regarding needs and populations affected as well as the logistics situation on the ground, thus hindering the onset of timely, efficient and directed humanitarian relief operations. There exists a need for the UN Agencies to assess and act instantly in large-scale emergencies

II Discussion

Normally, the UNDAC team will be deployed and will activate the On Site Operations and Coordination Centre (OSOCC) for assisting the national authorities in making an overall assessment of the situation and coordinating the activities of the International Search and Rescue teams. The mission of the UNDAC Team is short lived; once the Rescue phase is over and the relief phase is ongoing, the Team is disbanded. Also, the UNDAC Team has no mandate to address and direct any UN operations.

The UNJLC has an agreement with UNDAC to provide logistics expertise at the onset of large scale emergencies. The UNJLC experts act as part of the Team until it is decided to activate the UNJLC. If it seems that the magnitude of the emergency does not require an extended relief phase, UNJLC activation will not occur and its experts will leave with the UNDAC Team.

The major functions of the UNJLC experts are:

- Assist in conduct of logistics assessment
- Compile and analyse logistics information
- Identify logistics bottlenecks and recommend possible solutions
- Produce maps with logistics information, as required
- Assist local and national authorities with the management of common transport assets, including air assets, for international assistance
- Assist with the tracking of essential relief items and unsolicited commodities
- > Assist in CMCoord activities at operational level
- Assist in solving customs and border crossing problems

As such, during large-scale emergencies, the UNJLC is preparing the ground for assisting the logistics officers of agencies and other humanitarian organisations to support their respective relief operations.

In the past, and particularly during the Tsunami, it has been experienced that insufficient UNJLC's experts and logistics information is available during the early phases of the emergency to obtain a global overview of the situation and to advise on appropriate logistics actions for addressing the needs. Therefore, the United Nations as a whole, and the agencies in particular would benefit greatly from the creation of an integrated inter agency response capacity consisting of logistics experts, capable of deploying immediately and acting decisively. In essence this capacity would secure the beachhead and initiate active logistics operations, thus setting the stage and giving the UN time to activate its machinery and bring the necessary resources to the operation.

On the other hand, logistics efficiency would significantly improve if senior staff of the most important agencies would be available at the onset of the emergency to provide the necessary inputs on the logistics requirements of their parent agencies and to inform the latter on the logistics bottlenecks and possible solutions.

Initially, this staff would be part of the UNJLC support to UNDAC, and become part of the UNJLC once activated. The Agencies' logistics experts would be replaced as soon as external expertise, consultants, donor secondees, etc. become available

While it is not within the TOR of the Logistics Cluster to advice on needs assessing and addressing, the logistics advisors suffer from a lack of inputs on humanitarian requirements and, as such, cannot fully address the logistics problem. In this context, the Logistics Cluster can only conclude that a gap exists in this area.

III Actionable Recommendations

- Agree on the establishment of an Inter-Agency Logistics Response Team (LRT)
- Establish procedures for the deployment of such Team
- Determine required equipment and kits for deployment
- Encourage Stand by Partners to include logistics experts on their roster
- > Improve procedures for accelerated recruitment of qualified consultants
- Establish Training Programme for such LRT

IV Plan for phased Introduction

- Before 31 December 2005
 - Agencies and OCHA to agree with the formula
- Before 30 June 2006
 - Agencies to identify staff requirements

- Organise training sessions
- Approach Stand By Partners
- Establish criteria for deployment
- Identify support equipment requirements
- Establish stand by roster
- Drafting of Checklists for deployment
- Before 31 December 2006
 - Participate to exercise Triplex.
 - Acquire support equipment

V Resource Requirements

- Augmentation of logistics staff for establishing LRT roster
- Organisation of Training Sessions
- > Operational support equipment including individual kits for deployment
- Development and printing of checklists
- Funds to deploy UNJLC/ERT at the onset of an emergency.

Annex F

HRR Logistics Cluster: Responsiveness Subgroup

Discussion Paper on Establishment of Logistics Priorities

I Context

Establishment of humanitarian priorities is essential for improving the efficiency of humanitarian assistance particularly in the case of bottlenecks. Also, if applying the concept of using common transport assets, procedures should be established to ensure a correct and objective sharing of the available assets.

II Discussion

2.1 Man-made disasters

During man-made disasters, the HC will discuss the humanitarian needs with the Country Team. Based on available assessments, the CT will decide on the humanitarian priorities which, in turn, will be enforced by the HC.

These humanitarian priorities provide the basis for establishing logistics priorities but, in addition, the balance between humanitarian commodities and operational support equipment should be carefully considered.

The establishment of Logistics priorities is particularly important in following conditions:

- The HC decides to apply the concept of Logistics Cluster Lead Agency including the use of common transport assets. The Lead Agency will establish procedures for using these assets, possibly with the assistance of the UNJLC. Prioritisation modalities will be discussed by the UNJLC Field Steering Group and, in case of UNHAS deployment, by the Air Users Group Committee.
- ➤ Bottlenecks occur at airports of entry and destination airfields (see discussion on airport congestion). In such a case, slot allocation should not only take into account logistics priorities but also other issues such as backlogs and waiting lists.

2.2 Natural Disasters

During natural disasters, humanitarian priorities are established by the Local Emergency Management Authority (LEMA). The RC/HC will consult with the CT and present the agreed priorities to the LEMA. The Logistics Cluster and Common Services will follow the priorities established by the HC and CT.

III Actionable Recommendations

- Agree with the above approach.
- ➤ If UNJLC and/or UNHAS are deployed, insist on the establishment of a Field Steering Group and/or Users Group Committee as required.

IV Plan for phased Introduction

- Approval at next IASC meeting
- > Start awareness campaign at RC/HC level.

V Resource Requirements

None.

Annex G

HRR Logistics Cluster: Responsiveness Subgroup

Discussion Paper on Use of Military and Civil Defence Assets (MCDA)

I Context

- ➤ Guidelines on the use of MCDA in both natural and man-made disasters have been published in May 1994 (Oslo Guidelines) and March 2003 (Complex Emergencies). The most important principles are:
- Military assets should only be requested where there is no comparable civilian alternative and only when the use of military assets can meet a critical humanitarian need. The military asset must therefore be unique in capability and availability.
- A humanitarian operation using military assets must retain its civilian nature and character. While military assets will remain under military control, the operation as a whole must remain under the overall authority and control of the responsible humanitarian organisation. This does not infer any civilian command and control status over military assets.
- The use of MCDA is to be accepted/approved by the receiving government and the UNCT, RC/HC.

II Discussion

2.1 Natural Disasters

- In most cases, there are no major political restrictions to use MCDA but very often the use of these assets occurs in an uncontrolled and erratic way. For some donors, the visibility aspect has priority over the efficiency of the operation.
- Requests for MCDA from humanitarian organisations should be properly justified by requester and channelled through OCHA's Civil-Military Coordination Section (CMCS). Nevertheless, donors tend to offer MCDA spontaneously under bilateral agreements with the receiving nation. As a result, the humanitarian actors, in particular the RC/HR is not always informed on their presence, capacities and activities.
- Direct support for the affected country is common sense, but in many cases, the Local Emergency Management Authority (LEMA) is not fully aware of the potential which could be made available for humanitarian assistance if the full humanitarian community would have access to these assets.
- In some cases, donor nations support directly a selected Agency, IO or NGO.
 While this may be acceptable for specific projects which require dedicated

- assets, donors should be encouraged to offer the service as a joint arrangement for all humanitarian agencies, as well as host government and authorities, utilising the coordinating role of the CMCS.
- "Direct deals" which are made between those which control the assets and individual organisations for supporting specific projects, should be notified to the CMCS in advance to allow coordination on their use in theatre to be made by all concerned. This will also allow the possibility of the assets being used by other humanitarian organizations on an availability arrangement
- Air assets should be assigned for certain periods. This allows humanitarian logistics planners to anticipate the necessary arrangements for transporting the commodities to and from the airport and make timely arrangements to handle the cargo.
- Although it is acceptable that a number of MCDA are directly assigned to the receiving nation, donors should be convinced that it is more effective to assign assets to the RC/HC. This allows the necessary structures be put in place to prioritise and schedule these assets. (UNJLC and/or UNHAS).
- It is fully acceptable that MCDA perform single missions for specific humanitarian organisations. Such missions should be advised to the RC/HC and OCHA's Civil-Military Coordination Section to enable tracking of MCDA donations. Encourage to use Financial Tracking System as well.
- Use of MCDA should be accepted by the affected government and (UN)CT,
 RC/HC

2.2 Man-made emergencies

- ➤ The use of MCDA in complex emergencies should be strictly in accordance with the guidelines mentioned in paragraph 1.
- The HC should publish country specific policy guidelines for the use of such assets if need be.
- Use of MCDA for single missions should be accordance with the regional guidelines.
- ➤ Use of MCDA should be approved by the UNCT, HC and the receiving government, if existing.
- For long term missions, it is highly recommended that an MOU be signed between the donor nation and the Lead Agency for Logistics (UNHAS)

III Actionable Recommendations

Use of MCDA should be closely coordinated with the office of the RC/HC in both natural and man-made disasters.

- > During natural disasters, the RC/HC should ensure close coordination with LEMA and agree a policy for the sharing of available assets.
- Launch an awareness campaign within the humanitarian community and among donors to recommend the use of MCDA in accordance with the existing guidelines.
- At the onset of a large-scale natural disaster, the UNJLC/UNHAS should rapidly deploy the necessary experts to manage MCDA air assets
- ➤ Inform donors that the arguments to use MCDA dilute if not responding rapidly to the MCDA request.

IV Plan for phased Introduction

Approval of the above by the IASC during the November 2005 session

V Resource Requirements

- Funding of training sessions for air experts to manage MCDA assets which are offered to support the humanitarian relief phase.
- Funding of fly-away kit for deployment of rapid response air management team.

Annex H

HRR Logistics Cluster: Responsiveness Subgroup

Discussion Paper on Airfield Management and Handling

I Context

In particular during large-scale natural disasters, it is common that the airfields in the crisis area are congested and that aircraft with rescue teams and relief commodities are cannot be accepted or are forced to land at diversion airfields which are at considerable distance from the crisis area. This is causing significant delays in Rescue and Relief operations, resulting in losses of lives and wastage of resources. The problems are caused by the overwhelming influx of aircraft which often surpasses the handling capacity of the airports and is emphasised by the lack, in some cases absence, of an overarching management authority. Also, the congestion at destination airfields is often caused by the lack of ground handling and dispatch equipment and expertise.

The management and handling problem should be considered in different modules:

- Management of aircraft flow towards the destination airfield (slot allocation)
- Ground handling at destination airfield
- Dispatching to transit warehouses
- Reception by Consignees

II Management of aircraft flow

The management of the aircraft flow should be closely coordinated between the Civil Aviation Authorities, the Air Traffic Control (ATC) at the destination airfields and the UN air coordination structure. The relevant national authorities should agree with the establishment of an Air Coordination Cell (ACC) to centralise the request/approval procedures of humanitarian aircraft into the crisis area. Slot request/approval procedures should be established and enforced by CAA, ATC and ACC. Unsolicited commodities should not be accepted.

Humanitarian priorities should be established by the appropriate authorities and enforced by ACC

If it is anticipated that the capacity at the destination airfield(s) will be insufficient, a strategic hub should be established.

III Ground handling at destination base

In principle, ground handling should be done by the local ground handling agencies. If these prove to be unreliable or if insufficient capacity is available, external ground handling teams will be required. Two options are available:

- Call upon private initiatives such as Disaster Resources Network (DRN)
- Call upon MCDA support

IV Dispatching to transit warehouses

A major problem remains the clearance of the ramps after downloading the aircraft. Commodities have to be transported to a nearby transit warehouse and an entity should be in charge of transporting, registering and storing all arriving commodities. Meanwhile the consignees have to be advised to pick-up their cargo at the transit warehouse within a set timeframe. Two options are available to handle this task.

- Call upon private initiatives such as DRN
- ➤ Call upon an NGO such as CARE or World Vision

V Reception by Consignees

Consignees should be put under pressure to pick up their commodities before the transit warehouses become congested.

VI Management at the Strategic Hub

The management process at the strategic hub follows the same pattern until the storage in the transit warehouse. Nevertheless, the commodities remain to be shipped to their final destination for which the Lead Agency could be charged. In such a case, UNJLC may be charged with the coordination and prioritisation process. Since the modalities can be directly negotiated between the UN and the local authorities, the UN should have a better grip on operations and slot allocation at the strategic hubs, but the mechanics have to be in place to negotiate slot times at the destination airfields.

VII Actionable Recommendations

Establish system and procedures to create a UN Air Management System at the onset of large-scale emergencies. Actions should include:

- The activation of a strategic Air Coordination Cell (ACC).
- Composition of a modular team of air experts
- ➤ Identification of strategic hubs and preparation of agreements with local authorities.

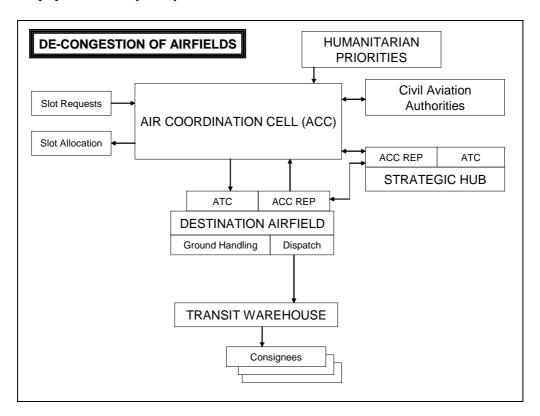
➤ Identification of organisations/donors/NGO to provide ground support at bare airfields and manage transit warehouses.

VIII Plan for phased Introduction

- ➤ Before 31 December 2005
 - Identify staff for establishing Air Coordination Cell
 - Identify strategic hubs and organisations which can provide ground support and warehouse management
- ➤ Before 30 June 2006
 - Organise workshops
 - Prepare stand by agreements
- Before 31 December 2006
 - Participate in exercise TRIPLEX with airport management team and associated modules.
 - Finalise stand by agreements

IX Resource Requirements

- ➤ Acquisition of Software for commodity tracking in Transit warehouses
- > Funds for organising workshops and participation in exercise?
- > Equipment and fly away kit for ACC staff



Appendix 1 Matrix

The Matrix below outlines the actions which are proposed by the Logistics Cluster for improving humanitarian response.

Action	Nº	Tasks and Comments	Recommendations	Implementation	Resources
1. Definition of Criteria for Applying the Logistics Cluster Concept	1	Examine the criteria for activation of logistics support requested by other agencies or other humanitarian organisations	Agree on the criteria for applying the Logistics Cluster Concept and activating the Logistics Common Services, such as specified in Annex A.	Generic criteria defined in Annex A. These criteria may vary, depending on the type of emergency and the logistics environment.	Plan the provision of CERF Funds for: Supporting agencies which require urgent logistics support at the onset of an emergency. Activating the UNJLC and Chartering the required number of aircraft at the onset of an emergency.
2. Training and Capacity Building	2	Determine training requirements to familiarise logistics staff with movement of Food and Non-Food items, including the requirement for additional resources	The lead agency will assess, with other partners in the Logistics Cluster, whether improved training could be pursued through the ongoing development of humanitarian logistics certification. This assessment will include the programmes offered by external entities, and will define the need for complementary training, if required.	The implementation, endorsement of and participation in the certification programme, due to start late this year with a pilot scheme	Resources for implementing a logistics training certification and related training programme.

Action	Nº	Tasks and Comments	Recommendations	Implementation	Resources
3. Preparedness and Interoperability	3A	The Central Register is to be updated and modified by sector, with links to stock managers. The Shelter, Sanitation and Health Working Groups will provide inputs on NFIs related to their sector. UNJLC to produce a global map with location, capacity and contents of warehouses.	Agencies and IOs to agree on common NFI denominators which should be compatible with the items in the common reporting mechanism and tracking system. A recurrent reporting cycle to be established.	Before 31 December 2005. Agencies and IOs to update their inputs in OCHA's Central Register. Before 30 June 2006. Invite donors and important NGOs to participate in the initiative and update the Register with their available stockpiles.	 Possible update of Stockpile Register's software and databank. Inclusion of modules for geographic mapping, warehouse capacity, additional stockpile data. One dedicated staff in OCHA for regular up- dating.
	3B	Develop a common database and reporting system such that a mechanism can be established for providing an overview of the availability and movement of relief commodities in the crisis region	UNJLC to be mandated for pursuing the development of a mechanism to map the global availability of relief commodities and, during emergencies, provide an overview of the availability of commodities in the crisis area.	 Before 31 December 2005 Agree on common NFI and Medical denominators Recruit UNJLC data management expert Before 30 June 2006 Develop tracking programme compatible with data in the Central Register. 	 Budget for recruiting UNJLC expert to develop and maintain databank on movement and storage of commodities. Develop or acquire software for updating, storing and mapping data.

Action	Nº	Tasks and Comments	Recommendations	Implementation	Resources
	3C	Develop mechanisms to facilitate interagency exchange and procurement, interoperability of logistics services contracts, including long-term purchase agreements and support swapping.	The Logistics Cluster to link with the Inter-Agency Procurement Working Group (IAPWG) to build on decisions and practices for collaborative purchasing and support swapping.	As a matter of urgency, the IAPWG to discuss the mechanisms to facilitate interagency exchange and procurement, interoperability of logistics services contracts, including long-term purchase agreements and the issue of interagency logos	
	3D	Pre-positioning of bulky items, including vehicles	The Cluster Lead to examine pre-positioning of bulky items, including vehicles.	Put the option for pre-positioning of bulky stock and vehicles on the agenda of the Nov 2005 UNJLC HQ Steering Group Meeting. If required, Fleet Forum to be invited to coordinate pre-positioning of vehicles.	Budget for pre-positioning a number of MOSS compliance vehicles
	3E	Examine whether the existing bilateral agreements need revising. These agreements should allow interagency support, exchange, swapping, sharing, etc.	The Cluster Lead to assign a staff officer for reviewing logistics aspects in existing bilateral agreements.	Before 30 June 2006. Present findings of review Recommend changes to Agencies/IOs concerned	
	3F	Identification, establishment and expansion of regional stores and potential staging areas	Inter-agency Humanitarian Response Network (HRN) concept / potential should be explored. HRN could link together Action points 3A, 3B, 3C, 3D, 3E, 3G. HRN should include participation of NGOs.	Some research work already started with the private sector. Agreement on mechanisms to establish an HRN oversight / coordination body required by March 06.	Budgets for additional research work. Some dedicated staff may be needed (could be through secondments?) Possible that some resources available from corporate partners.

Action N°	Tasks and Comments	Recommendations	Implementation	Resources
3G	Coordinated contingency planning to include the options for taking actions for anticipating requirements to deploy common warehouses and transport assets	The UNJLC to be included in Interagency Contingency Planning for synchronising the logistics aspects, in particular with regard to the support which can be provided by the Logistics Common Services. UNJLC to be mandated for deploying staff before the outbreak of an emergency.	 Recruit data management expert for developing system to map logistics infrastructure (combined with 3B) Acquire software for mapping of logistics data (in parallel with 3B) Before 30 June 2006 Receive inputs from agencies and develop interagency logistics data map. Before 31 December 2006 Conduct assessment/audit of available logistics data, identify gaps and recommend appropriate measures to fill up the gaps. 	 Assignment (recruitment) of UNJLC contingency planning officer If crisis is imminent, funds for deploying UNJLC before the outbreak of the crisis. Recruitment of database manager (combined with 3B) Acquisition of Software for logistics mapping (in parallel with 3B) Development and printing of checklists

Action	Nº	Tasks and Comments	Recommendations	Implementation	Resources
4. Responsiveness: Subgroup on Improving Interagency Logistics Rapid Response.	4A	Merits/possibilities of establishing an interagency logistics rapid response team	Agree on the establishment of an Inter-Agency Logistics Response Team (LRT), such as described in Annex E.	 Before 31 December 2005. Agencies and OCHA to agree with the formula. Before 30 June 2006. Drafting of Checklists for deployment. Approach Stand By Partners. Identification of required Operational Support Equipment. Establish criteria for deployment. Organise training sessions Establish stand by roster. Before 31 Dec 2006. Acquire support equipment Participate in exercise TRIPLEX. 	 Augmentation of logistics staff Organisation of training sessions. Procurement of operational support equipment. Procurement of individual kits for deployment. Development and printing of checklists. Funds to deploy UNJLC/LRT at the onset of an emergency.

Action	Nº	Tasks and Comments	Recommendations	Implementation	Resources
	4B	Recommend a system/procedure for establishing logistics priorities	During man-made disasters, the HC will discuss the humanitarian needs with the (UN) Country Team. Based on available assessments, the ((UN)CT will decide on the humanitarian priorities which, in turn, will be enforced by the Logistics Cluster, including the Humanitarian Common Services. During natural disasters, humanitarian priorities are established by the Local Emergency Management Authority (LEMMA). The RC/HC will consult with the CT and present the agreed priorities to the LEMA. The Logistics Cluster and Common Services will follow the priorities established by the HC and CT. More details are in Annex F.	Awareness campaign at RC/HC level	

Action N	N o	Tasks and Comments	Recommendations	Implementation	Resources
4	#C	Examine coordination/consultation process for using available MCDA in accordance with the humanitarian priorities	As per Annex G. During natural disasters , if offering MCDA, donors should be encouraged to offer such services as a joint arrangement for all humanitarian agencies, as well as host government and authorities. Requests for assets should be through CMCS. With the approval by HC/RC and with the agreement of the national authorities, these assets should be managed by the common services. Nevertheless, for specific projects which require dedicated assets, donor nations may support directly a selected Agency, IO or NGO. In complex emergencies , if needed, the HC will publish country specific policy guidelines for the use of MCDA and Civil-Military interaction and coordination. Use of MCDA should be in accordance with these guidelines and approved by the HC, CT and the receiving government, if existing, as appropriate.	Awareness campaign among the humanitarian community and donors to encourage the use of MCDA in accordance with the existing guidelines. During natural disasters, the RC/HC should ensure close coordination with LEMA and agree a policy for the sharing of available assets. At the onset of a large-scale natural disaster, the UNJLC/UNHAS should rapidly deploy the necessary experts to manage MCDA air support	 Funding for training of air experts to manage MCDA assets which are offered to support the humanitarian relief phase (combined with 4E). Acquisition of fly away kit for the staff managing the MCDA aircraft/helicopters. (combined with 4E)
4	łD	Identification and management of appropriate private sector support and potential donor government support	WFP will further explore these options. The members of the Logistics Cluster advised that this should be carefully approached to avoid that private companies, governments and regional organisations would put more emphasis on publicity and visibility aspects than on the rationale and efficiency of their support and, in case of private sector partnership, that any potential conflict of interest be carefully monitored.		

Action N°	Tasks and Comments	Recommendations	Implementation	Resources
4E	Required support for airport management, handling and storing, including common warehouse reception, customs issues and further dispatching to the EDP/FDP's.	Establish system and procedures to create a UN Air Management System at the onset of large- scale emergencies as per Annex H. Actions should include: The activation of a strategic Air Coordination Cell (ACC). Composition of a modular team of air experts Identification of strategic hubs and preparation of agreements with local authorities. Identification of organisations/donors/NGO to provide ground support at bare airfields and manage transit warehouses.	 Before 31 December 2005. Identify staff for establishing Air Coordination Cell. Identify strategic hubs and organisations which can provide ground support and warehouse management. Before 30 June 2006. Prepare stand by agreements. Start organising workshops. Before 31 Dec 2006. Finalise stand by agreements Participate in exercise Triplex. 	 Development/acquisition of software for commodity tracking in transit warehouses. Funds for organising workshops and participation in exercise (combined with 4C). Equipment and fly away kit for ACC staff (combined with 4C)