

Haiti/LAC Region

GAPS AND NEEDS ANALYSIS (GNA)

Assessment and recommendations report

Date – November 2020 (Conducted)

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1. Executive Summary

GNA Definition

The GNA is a series of interviews with the identified logistics coordinators or operations directors of organisations that have humanitarian logistics operations in country. It is conducted by an experienced team, supported by the Global Logistics Cluster, and aims to identify the broad logistics gaps and the bottlenecks being faced. Should the GNA report identify gaps and needs, the WFP Country Office (CO) can use the report and its recommendations to advocate accordingly to the Humanitarian Country Team (HCT) and the government.

The overall objective of this exercise is to confirm whether the logistics context and priorities in Haiti have evolved since last year; provide sufficient feedback to review and update the Logistics Sector’s concept of operation (Conops); and contribute to the Humanitarian Response Plan for 2021 (under the leadership of OCHA Haiti).

1.1. Key points of primary analysis

The GNA exercise was conducted within the period of 10 days with 29 partners invited out, including the Government counterparts that are sector leads in Haiti. A total of 17 expressions of interest were received and on line meetings were held.

The profile of the rest of the invited partners varies from National NGOs to UN Agencies (*see further analysis later in this document*).

Haiti has no formal cluster activated, but it has functional sectorial working groups, including the Logistics Sector. In addition, OCHA is running the Intersectoral working group (as a coordination mechanism).

The Logistics Sector (LS) has taken over the Logistics Cluster, last activated in 2012, and was fully operational during hurricane Matthew response in 2016.

The LS is under the leadership of the national disaster management organisation (NDMO), the DGPC (Direction Générale de la Protection Civile) and co-lead by WFP. It provides information management and coordination services through regular meetings. The overall feedback provided by partners through this exercise confirms its effectiveness in providing overall relevant logistics updates (maps, access constraints), as well as providing support through appropriate responses to ad-hoc requests. The GNA provided an opportunity from interviewed partners to submit constructive criticism and/or areas for improvement of the LS.

No major logistics gaps were highlighted except the usual lack of appropriate storage infrastructure in field locations and the poor road network combined with insecurity that usually affects access to last mile locations.

A few partners highlighted having issues with custom clearance delays, but further analysis will be required to understand the challenges on a case-by-case basis.

More in-depth results for specific logistics topics can be found further in this report.

1.2. Recommendations

All interviewed partners agree that Haiti has major logistical challenges, from a poor road network to limited storage capacities due to little or no infrastructures available in areas of interventions. Based on these initial findings, it is recommended to improve the information management mechanism with an increase in the level of updated information about the overall country logistics capacity. This could be best achieved by conducting a country wide Logistics Capacity Assessment (the most recent was conducted in 2012, with ports section updated in 2016). Priority should be given to the departments that have just been listed as priority area of intervention for the HRP 2021 (Humanitarian Response Plan).

This would also contribute to the current start-up (or resuming) of the GLC led preparedness project whereby partners would be more involved in the data collection and sharing at both national and departmental level (with a bottom-up approach).

The DGPC that has recently been given the official status of a General Direction (Direction Générale) is currently going through a transformation and will be empowered financially through the government budget.

This is the opportunity to shift the logistics sector's focus by involving all actors that may have logistics projects in support of the DGPC; and include a more coordinated approach to capture all investments going towards our government counterpart and other Disaster Risk Reduction (DRR) partners (at national and/or field level) and integrate a preparedness approach.

2. Background

2.1. Humanitarian situation overview during the GNA

The shocks suffered by Haiti in recent years, combined with the country's structural weaknesses and the extremely unstable social, economic, security and political contexts, have seriously reduced the ability of the most vulnerable people to meet their basic needs. The year 2019 was marked by a political, economic, social and security crisis which led to an 80% increase in humanitarian needs and had a considerable impact on humanitarian access. According to the Humanitarian Needs Overview for 2020 (HNO)¹, 4.6 million people, or more than 40% of the population, are in need of humanitarian assistance. Haiti's ability to cope with the potential consequences of a novel coronavirus (COVID-19) outbreak is very limited.

The risk of COVID-19 epidemics in Haiti must be understood against the background of immense health needs and a particularly weak health system. According to the Humanitarian Response Plan 2020 (HRP)², more than 2.3 million people are in need of humanitarian assistance in the health sector, including more than one million children and 315,000 pregnant women. Access to health services and their response capacities - especially those related to reproductive health - are already low, increasing the risk of maternal and child mortality. In addition, sanitary and hygiene conditions remain very precarious in Haiti, 60% of households having neither water nor soap at home to wash their hands, 66% not treating the water before consuming it and 26 % lacking access to an improved

¹ <https://reliefweb.int/report/haiti/haiti-humanitarian-needs-overview-summary-revision-2020-february-2020>

² <https://www.humanitarianresponse.info/en/operations/haiti/document/haïti-plan-de-réponse-humanitaire-hrp-révisé-pour-2020-février-2020>

water source (40% in rural areas). The global COVID-19 pandemic has been slow to manifest in Haiti. The first two positive cases were confirmed on March 19, 2020. As of May 30, 2,124 cases had been confirmed and 44 deaths recorded. On March 15, the Haitian Government announced a first series of measures to fight COVID-19, including the official closure of the border with the Dominican Republic. Following the confirmation of the first case on March 19, the President announced a state of health emergency across the country and introduced a number of measures to prevent the spread of the virus, including the closure of airports and ports, the closure of all schools and factories, a ban on meetings or gatherings of more than 10 people, a national curfew between 8 p.m. and 5 a.m., and a call for compliance with guidelines on social distancing. Since then, additional preventive measures have been gradually introduced, in particular the compulsory wearing of masks in public places. As of November 5, the country recorded a total number of 9,057 cases, including 7,429 recovered and 232 deaths. The country also suffered a complete “lockdown” over a period of 3 months, which significantly affected farmers who could not travel to access markets and essential products.

The hurricane season has caused one significant event so far this year.. TropicalStorm Laura created heavy rain, strong winds and flooding across Haiti on Sunday 23 August. 28 communes across four departments were badly affected by flooding. The death toll from Laura has now risen to 31, and 8 people are still reported as missing.

The General Directorate of Civil Protection (DGPC) has requested humanitarian assistance for at least 8,835 families whose houses have been damaged, flooded or destroyed by the storm, primarily in the Sud-Est, Sud, Ouest and Nippes departments. Numerous roads and bridges were damaged, and some areas remain accessible only by air and sea.

2.2. GNA Rationale

The rationale for initiating the GNA was mainly based on the calendar period for humanitarian partners to gather round as per the request of the Humanitarian Coordinator to review the Humanitarian Needs Overview (HNO) and to draft the overall Humanitarian Response Plan (HRP) that will lay the ground for the 2021 and 2022 programmatic response from humanitarian and development partners. The additional consideration this year is to include the Nexus³ approach into the HRP to ensure a more coordinated approach is taken into account with development organisations and donors.

³ <https://www.unocha.org/fr/themes/humanitarian-development-nexus>

3. Task and methodology

3.1. The GNA (scope of work)

This year’s exercise was affected by the Covid-19 restrictions that did not permit face to face interviews with partners. With the GNA team not familiar with the overall network of partners and not benefiting from any long term and established relationships in Haiti and considering the low level of responses of a recent online survey, a set of interviews were preferred and organised.

The methodology used to collect feedback from interviewed organisations was using a questionnaire frame. The overall form and questionnaire are [available here](#).

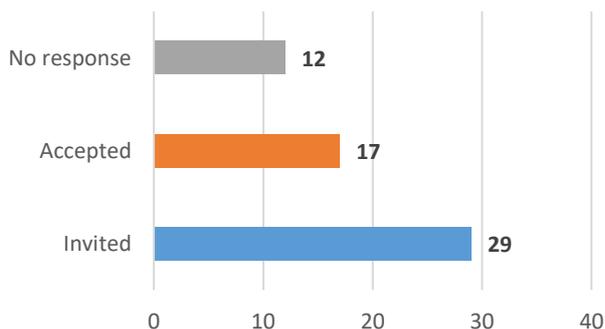
The interview were structures across 6 separate topics:

1. Organisation and interviewee’s profile
2. Transport needs/capacity/challenges
3. Warehousing needs/capacity/challenges
4. Procurement needs/capacity/challenges
5. Coordination mechanisms/improvements
6. Preparedness activities

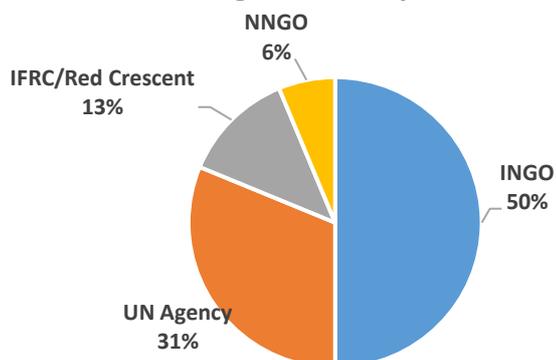
3.2. GNA engagement and organisations’ profile

You can find below details about the invited partners’ participation and engagement with the GNA exercise. Overall, the participation rate was 59%.

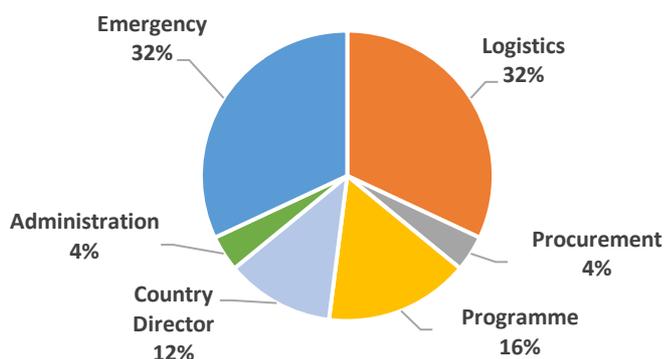
Participation



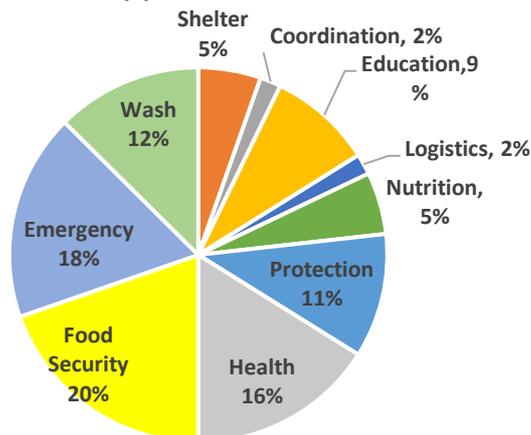
Organisation's profile



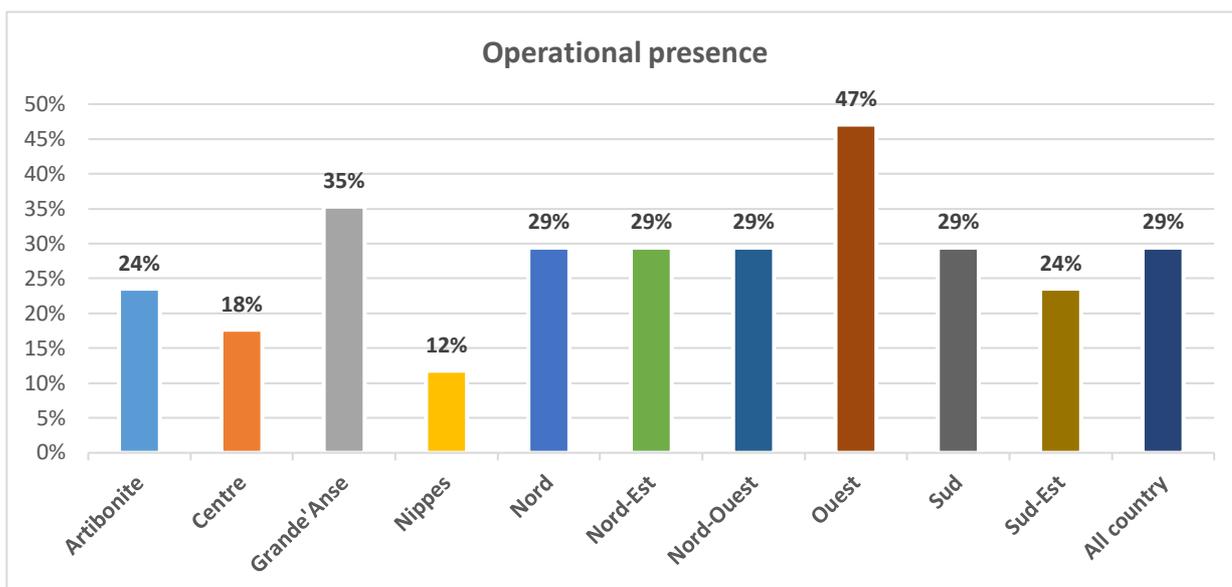
Interviewees' profile



Sector(s) of intervention



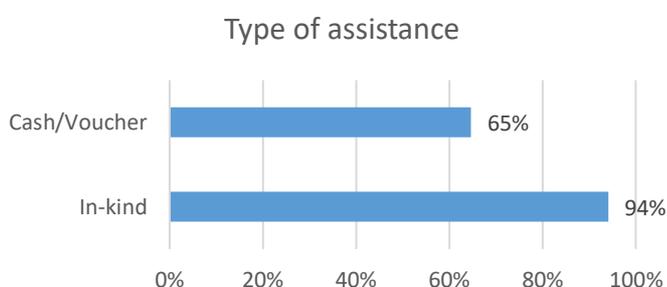
3.3. Organisations' operational presence



4. Perceived gaps and needs

4.1. Procurement

The type of assistance provided by interviewed organisations was assessed, between Cash (or voucher) and In-kind (mainly distribution or donation of supplies); or a combination of both. This was in order to better understand the volume of procurement.



Although there has been a shift in programmatic assistance in country through the expansion of CBT related modalities (Cash Based Transfer), this assessment concluded that there is still a significant amount of direct assistance requiring heavy procurement activities.

Most interviewed organisations confirmed **procuring most of their needs at national level**, with the exception of:

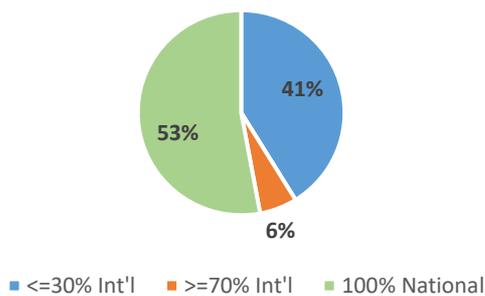
- Covid-19 supplies (and other pharmaceutical supplies)
- Highly technical supplies (Wash)
- UN Agencies having a HQ supply unit
- ICT related items (although it was reported that some are shifting to the local market if/when quality is deemed acceptable)
- Vehicles

The main listed challenges to **national procurement** are:

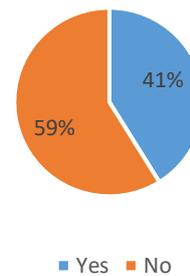
- Restricted market/availability of supplies
- Quality of supplies
- Seriousness of suppliers (suppliers not complying to contractual terms)
- Difficulties in complying with the “3 quotes” procurement requirement (as per organisations’ usual procurement procedures)
- Long delivery lead-times
- Price inflation

Some organisations had to review their procurement strategy to include Covid19 supplies for their internal needs (PPE for their staff), and/or to support their operational counterparts (national NGO, government), thus increasing the need for initiating international procurement.

Procurement - National vs Int'l



Did you review your procurement strategy (Covid19)?



4.2. Customs

For the few organisations that are involved in international procurement (47% of interviewed organisations), the following challenges were listed:

- Long lead-times
- Heavy administrative processes
- Difficulties to get the government exemption renewed (which implies paying income tax that should not be applicable otherwise)
- Clearance processes delayed (no facilitation during emergencies)

4.3. Transport

Although 2019 was impacted with regular fuel shortages, this has not been highlighted during this exercise. Many organisations have also started to maintain their own fuel contingency stocks. In addition, security incidents that highly impacted road shipments that were occurring in 2019 were not reported this year as a main, or critical, issue.

- Most of the interviewed organisations do not have their own cargo fleet capacity and are using the commercial sector’s capacity.
- None reported experiencing unavailability of commercial service providers for road transport (in other words, the commercial sector **could meet 100%** of their road cargo/transport needs)
- High transport costs were also reported
- A few cases of commercial transporters’ lack of professionalism were reported
- Problems reaching last mile locations were also reported by a few organisations (due to the poor road network and/or access constraints)

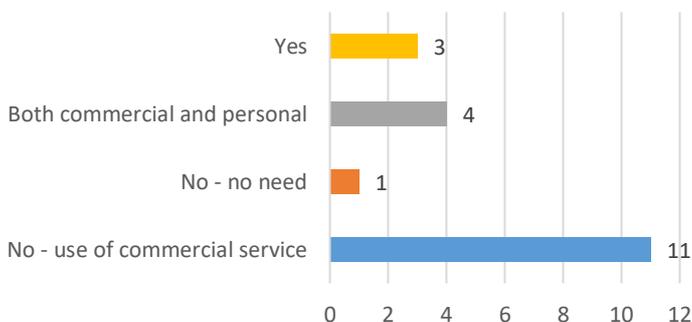
Note: It is important to highlight that organisations reported to have shifted their procurement contracts to include the delivery to last mile locations (if/when possible), thus shifting the responsibility for transport onto the suppliers.

When asked, interviewed organisations confirmed that their preferred means of transportation (for cargo) was through the road network.

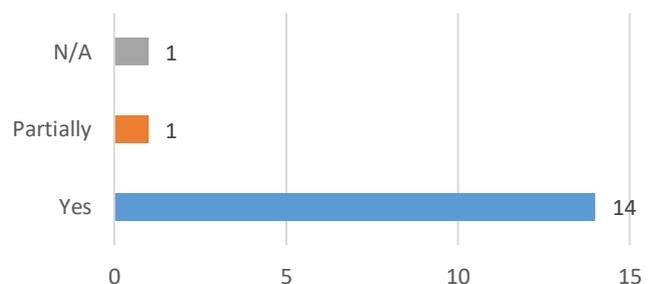
Most of the interviewed organisations confirmed using the UNHAS service for personnel transportation, mainly for time convenience to access field locations. They also mostly agreed to being willing to continue to use this service should the payment modality switch to a cost recovery mechanism (service is free at the moment but this is due to stop by the end of the year). Maritime transportation is also considered by some organisations, mainly during emergencies when road access may not be available, but it is not used on a regular basis.

Maritime services on specific routes are currently being offered by one INGO on a free basis for the period of 6 months (due to end by the end of April 2021).

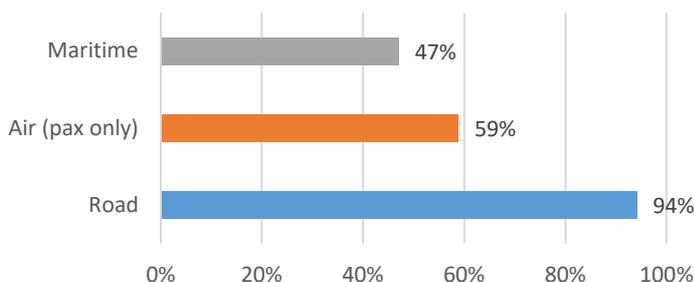
Do you have your own transport capacity?



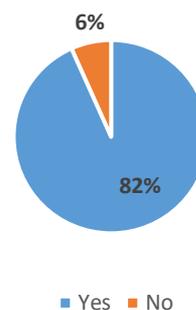
Do commercial services cover all your transport needs?



What is your preferred means of transport?



Would you be willing to pay for air services (passengers)?



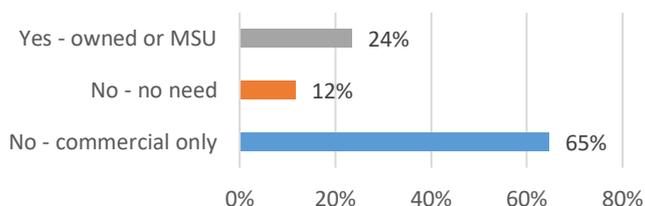
4.4. Storage

Most of the interviewed organisations are using the private sector for their storage needs, with the exception of a few international organisations that do have their own storage facilities through the use of MSUs (Mobile Storage Units – Rubbhall/Wiikhall).

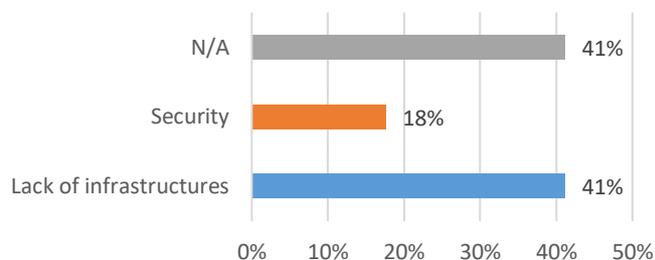
A general consensus among those having storage needs exists in that there is a **lack of appropriate storage infrastructure** in field locations and that the existing facilities are expensive.

***Note:** To tackle storage requirements that can't be met, organisations are applying JIT (Just in time) inventory management, by requesting suppliers to deliver supplies on agreed dates when distributions to beneficiaries are scheduled.*

Do you have your own storage facility?



Storage Challenges



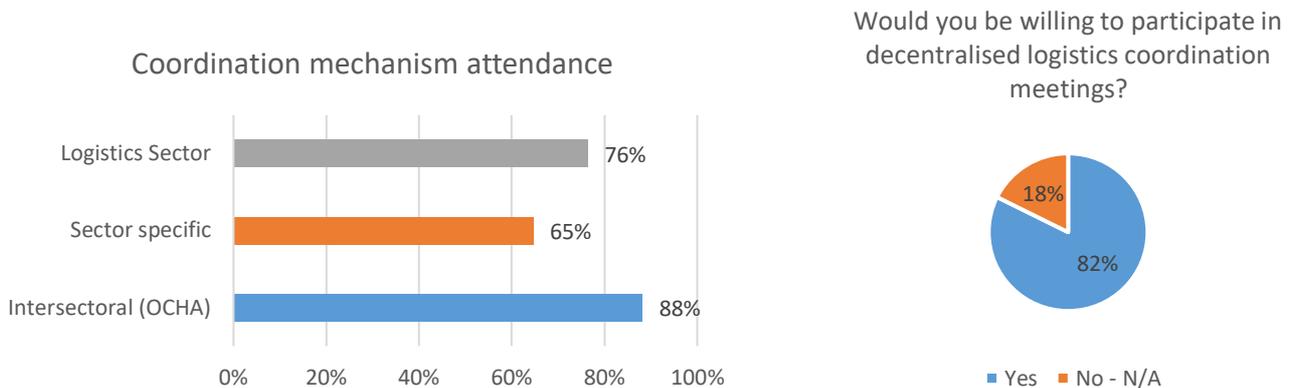
4.5. Coordination

There are various coordination mechanisms in place, mainly at national level. Due to Covid19 restrictions, those mechanisms are organised through virtual meetings. We can find among others the following:

- Intersectoral mechanism (under the leadership of OCHA)
- Sector specific mechanisms (health, food security, shelter etc). Which are all led by relevant government entities, with a co-leadership by UN agencies

The frequency of such mechanisms varies during the year and goes from weekly to monthly meetings. The Logistics Sector is also active at national level, led by the DGPC and co-lead by WFP. It

takes place bi-monthly, and provides coordination and Information Management services (IM). Organisations have mixed logistics structure, with some having their national logistics personnel only at capital level, others at departmental level or a combination of both. Some interviewed organisations have requested the logistics sector **coordination mechanism to be decentralised at department level** in order to be represented to logistics sector meetings when not present at capital level.



4.6. Information Management (IM)

The Logistics Sector has a dedicated webpage within the Logistics Cluster’s website and do not have any other webpage centralising related logistics information. The most recent LCA (Logistics Capacity Assessment) is dated from 2012, with a few ports’ assessments reviewed and updated in 2016.

In relation to the Logistics Sector’s IM improvements, the following were reported:

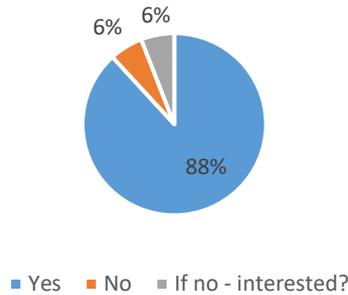
- Need to centralise the access to logistics information (sometimes confused to what information/services and where this information lies) – reported by 5 out of 17
- Lack of lessons learned exercise/institutional memory (reported by 1 out of 17)
- No feedback on direct requests made to the logistics sector (1 out of 17)

4.7. Approach to Preparedness

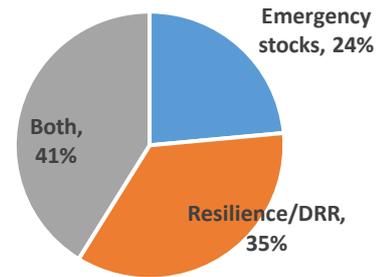
Haiti recently re-initiated the logistics preparedness with the deployment of an Emergency Preparedness Officer (late September 2020). As such, the GNA assessment was slightly modified to include a preparedness topic in order to assess what level of preparedness activities was already initiated in country.

The main response to preparedness activities by interviewed organisations is **stock contingency** (and not prepositioning), as well as participation in contingency planning SOP, and awareness and disaster risk reduction activities with communities.

Does your organisation have preparedness activities?



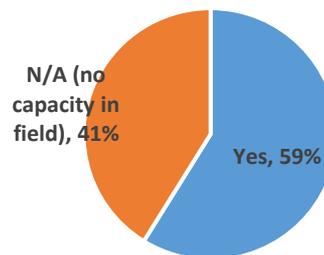
What preparedness activity?



A brief presentation was given about what other activities or contribution to Preparedness activities could be initiated, such as improving information sharing on access constraints, logistics capacity/infrastructure mapping, producing a national database on service/goods suppliers.

When asked, all organisations were keen to actively contribute to such information sharing from their relevant area of operation (both at national and departmental level).

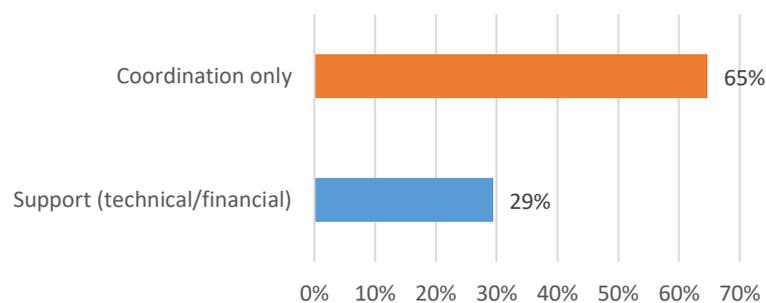
Would you be willing to contribute to logistics information sharing (available infrastructure, suppliers list, access constraints etc.)



One aspect of the GLC Preparedness project, is to look at supporting the National Disaster Management Organisation (NDMO), namely the DGPC.

The GNA was also an opportunity to evaluate what level of support or coordination activities already existed with the DGPC (at logistics or programmatic level).

Do you work with the DGPC?



5. Conclusions

The initial conclusions can reinforce that the key logistics challenges highlighted during this GNA exercise remain those reported from last year (no new gap or need highlighted this year) with a lower rate of affected program delivery in relation to storage and/or security related challenges.

These initial results could be partially explained by the fact that there has been no major disaster in 2020, with the exception of Covid19, which may have affected the continuation of “business as usual”. Organisations may have suspended some activities in order to put an emphasis on Covid19 related activities and support national institutions and organisations in response to the pandemic.

6. Recommendations based on needs analysis

6.1. Coordination

There is an appetite from interviewed partners to organise decentralised logistics coordination mechanisms in order to give the opportunity for partners not represented at national level to raise their voices and share their eventual logistics gaps and challenges. This should be properly analysed with a strategic approach and involvement of the DGPC as it will have an implication on required and available human resources (from both the DGPC and WFP). As long as Covid19 doesn't permit physical presence meetings, the process could be initiated at national level (Microsoft teams or equivalent) with invitations sent specifically to partners physically represented in a specific department. Once the mechanism becomes functional and can be demonstrated to meet a need, we can review the Terms of Reference to include financial support once physical meetings can take place.

6.2. Information Management

Information management should be reviewed and improved to be:

- Increase the national entity of the Logistics Sector through a centralised and dedicated portal that includes direct posting of more relevant information (admins should remain at country level to increase response in information posting) in addition to the current Logistics Cluster page
- Complemented with new information management tools that can better serve our partners (e.g., online platforms such as Google Maps, data collection tools etc)

6.3. Common Services

During this GNA exercise, the team described the different common services offered to the humanitarian community such as the free maritime transportation offered by Atlas/HI running until April 2021, and the WFP Bilateral Service Provision (BSP). During the interviews, no specific request or suggestion from partners regarding needs for common services were mentioned or emphasized.

The Logistics Sector thanks all the organisations and their members who agreed to share their time and knowledge for the realisation of this Gaps and Needs Analysis Exercise.

7. Annexes

Participant's list

Organisation	Title of interviewee(s)
ACTED (Agence d'Aide à la coopération technique et au développement)	Logistics Coordinator
Haitian Red Cross	Emergency Coordinator
CESVI (Cooperazione e Sviluppo)	Country Administrator
IOM (International Organization for Migration)	Emergency Coordinator
PAHO/WHO (Pan American Health Organization)	Emergency Coordinator
World Vision International	Logistics Coordinator
CISV/PMM (Consortium des Ong Comunita Impegno Servizio Volontariato e Progettomondo.Mlal Haiti)	Consortium Lead/Co-lead
FNJD (Federation Nationale De La Jeunesse Pour Le Developpement)	Country Director
SI (Solidarités Internationale)	Logistics Coordinator
IFRC (International Federation of Red Cross)	Regional Emergency Coordinator/Logistics Coordinator
WFP (UN World Food Programme)	Food Security Sector Co-Lead
AVSI (Association des Volontaires pour le Service International)	Head of operations
HI (Humanity & Inclusion)	Country Director
FAO (Food and Agriculture Organization)	Emergency Coordinator
UNICEF (United Nations Children's Fund)	Wash specialist/Logistics
MSF Belgium (Médecins Sans Frontières)	Logistics Coordinator
CRS (Catholic Relief Services)	Logistics Manager