Operation: Haiti Earthquake Response

Concept of Operations
Revision 26 April 2010

Background

On Tuesday 12 January 2010, at 16.53 hours local time, an earthquake measuring 7.0 on the Richter scale was recorded in Haiti, 17 km to the south-west of Port-au-Prince. The capital has suffered severe destruction to critical infrastructure, including buildings, roads, electricity, water supply and communications networks. Reports indicate a large number of casualties and widespread damage throughout the affected area. The Government of Haiti declared a state of emergency throughout the country and has advised severely affected populations to leave Port-au-Prince.

As of the beginning of March 2010, the transition from military to civilian operations With the demobilisation of the US military, the largest responding contingent, the ports and main airport of Port-au-Prince have been transferred to the appropriate government and commercial operators in Haiti. While some residual support to these civilian-lead utilities will remain for the coming month, ultimately the operations of these utilities are now under government or commercial control.

Given the scale of the urban devastation, the huge proportion of displaced persons, and the seasonal risks of infrastructure failure, the LC will maintain a large-scale operation in support of the government and humanitarian community for the coming year.

Gaps and Needs

- Based on a request from the Humanitarian Country Team, the World Food Programme as Logistics Cluster lead has established and will maintain a Haiti Logistics Cluster cell in Port au Prince while the previously established cell in Santo Domingo will gradually downscale operations as agreed by the cluster participating organizations. The Logistics Cluster will maintain its presence in Santo Domingo, and Cluster staff will be available to advise both on transport and storages services available, as well as on customs clearance processes and other issues pertaining to the Logistics Cluster operation in Haiti. These LC cell in PaP will continue to coordinate the mobilisation and use of logistics assets and provision of logistics support services to the humanitarian community. In addition to these challenges, the LC is: assessing ports across the area; identifying potential warehouse sites; and maintaining, as far as possible, up to date data on road conditions. Two distinct areas are of particular concern from a logistics perspective. Firstly, the overland road route to/ from Dominican Republic -Route 102- where it passes alongside Lake Saumatre and is highly prone to flooding.

Map 2: Major Surface Supply Route from Santo Domingo to Port-au-Prince Route 102 (Source Google Maps)

- Secondly, the road route from Leogane to Jacmel is a winding road that traverses the mountains, climbing and descending along steep cliffs. These cliffs have been destabilised by the earthquake and pose a high risk of landslide. Owing to the work of the government, and the Canadian military in particular, this stretch of road has been repaired over the past month to maintain flow of vehicular traffic as best possible. However, the increased cargo loads along this road will result in further
route deterioration. High cargo loads on this route coupled with the impact of heavy rains means that alternative logistical access needs to be identified and contingency plans need to be in place to cope with this range of variable risks.

- In preparation for seasonal challenges, WFP has recently shipped containers of rice to Jacmel seaport, and established dedicated warehousing for its food. (In addition, through the good auspices of UNICEF, the LC has established an inter-agency MSU facility at Jacmel). This was the first time that containers were offloaded at Jacmel port, which is not equipped with suitable container-handling equipment. The efficacy of this route and mode of transport demonstrates to all LC members and the wider responding community, the viability of this new POE for supplying the full range of relief items.

**Primary Concept of the Haiti Logistics Cluster**

Due to the severity of the damage that has occurred in and around the capital Port-au-Prince and based on the gaps and needs identified by the cluster participating organizations the Logistics Cluster will continue to augment existing logistics capacities to support the international community. While continuing the activities related to the earthquake response, more attention will simultaneously be given to preparedness for the hurricane season in 5 different areas such as:

1. Entry point facilitation in PAP, Cap Haitien
2. Transit hubs and storage locations
3. Surface Transport
4. Air transport
5. Logistics Coordination and Information management
1. Entry Points

1.1. Port au Prince

- While northern pier is destroyed, the south pier at APN port (200 m) was repaired by March 26. Arrangements are put in place by port authorities to retain the two barges that were deployed under US military contract in February. The APN port authority has arranged for the Ports Operators Association to extend the contract on these barges hence maintaining necessary handling capacity. Cost for the extension of these contracted barges will be passed on to shipping lines/customers. Logistics Cluster will maintain the presence at the port and coordinate flow of humanitarian cargo.
- The international airport is under civilian control and commercial companies have resumed all handling activities.

1.2. Cap Haitien

The sea port at Cap Haitien will be primarily used as a point of entry for containerised commodities. This port is currently used by WFP. The existing infrastructure will be strengthened and transport of containers by chassis will be accommodated.

1.3 Santo Domingo

- Santo Domingo (Las Americas airport and the ports of Rio Haina and Caucedo) remains one of the primary entry points for humanitarian cargo while the Port-au-Prince airport was operating at diminished capacity and the sea port was damaged. However, given the revitalisation of the PaP Seaport by the US military and government partners, the demand for slots should shift to PaP.
- After consultations both on the global and local levels, the Logistics Cluster has agreed that the free storage and transport services provided by the Logistics Cluster in Santo Domingo will be discontinued as of 1 May 2010. The reason is twofold; commercial storage and transport services are available in the Dominican Republic and should no longer be considered a gap and the funds currently used to provide free logistics services in the Dominican Republic, will be used for preparedness activities in Haiti. This does not include UNHAS services, which will continue free of charge at least until the end of May.
- One fixed-wing aircraft CARAVAN (10-12 seats) based at La Isabela airport in Santo Domingo, UNHAS will continue to provide a passenger transport service between Santo Domingo and Port-au-Prince, twice a day schedule (Monday – Saturday)
- As of 1 May a second Caravan will be contracted to support intra Haitian scheduled flight demand.
- As of 26 April, the UNHAS helicopter fleet will be reduced to- One Bell (9 pax/1mt) and one Mi171 (3mt). These will be used for both scheduled and cargo flights to isolated areas.

2. Transit hubs and storage locations

- LC has established Warehouse 3 (WH3), a secure site where partners can erect their MSUs. The site is on the road to Malpasse border, total 2 hectares where 20 plus MSUs can be erected Part of the MSUs may be managed by Logistics Cluster, in order to boast the inter-agency storage capacity. The remaining MSUs will be managed by the individual organisations.
- 5000 square meters of covered storage area is available within Port au Prince for inter-agency use. This storage area is managed by Handicap International/Atlas and will be used for cargo consolidation and temporary storage.
o Mobile storage units (MSU) and office accommodation (pre-fab) will be setup in all field locations in preparation for the rainy season. This includes existing field offices in Jacmel and Leogane, as well as establishing new hubs in Cap Haitien, Fort Liberte, Port-de-Paix, Gonaives, Saint-Marc, Hinche, Jeremie, Les Cayes and Miragoane.

o The Logistics Cluster has established a field office with staff on both sides of the Dominican Republic-Haitian border.

3. Surface Transport

o The LC will continue to work with its partner Handicap international – Atlas Logistique (HIAL) to provide transport services to organisations without logistics capacity. The transport services will be provided from Port au Prince, Cap Haitien, Gonaives and Jacmel to the final delivery points.

o HIAL is managing a Logistics Cluster fleet of more than 50 M-6 6x6 “all-terrain” trucks that is available for tertiary transport needs as well as 18 Clinton Foundation ‘International trucks’ of 10 tons capacity and 6 GMC pick-ups, also donated by the Clinton Foundation. WFP will extend this fleet with local subcontracted transport capacity to respond to urban transport needs. There is a further planned increase in fleet capacity that will be filled by the pending donation from the Clinton Foundation of 20 other trucks of 7mt capacity.

o M6 6x6 trucks (1 or 2 per location) will be mobilised and pre-positioned in field offices in preparation for the rainy season.

4. Air transport

o The helicopters (3 ton capacity each) are based at Indigo beach outside Port-au-Prince for cargo dispatches out of PAP international airport to isolated areas or for cargo that is urgent. These helicopters are also used as needed for field assessment missions. As of 28 April, the helicopters fleet will be reduced to two: one Bell (1mt / 6 pax) and one Mi171 (3mt). La Isabela airport in Santo Domingo will remain the base for fixed-wing aircraft CARAVAN (10-12 seats) to ‘shuttle’ twice a day schedule (Monday – Saturday) between SD and PaP.

o As of 1 May, a second Caravan will be contracted to support intra-Haitian scheduled flight demand.

o All cargo movement requests are tasked and tracked by Logistics Cluster using the same system as for surface transport.

5. Coordination and Information Management

Coordination mechanisms currently exist between SD and PAP Cluster cells, and within each of these countries, regular Logistics Cluster meetings avail the members of LC services, apprise them of information products and provide general advice and trouble-shooting. At the sub-national level, PaP LC is replicating coordination mechanisms at four regional centres – Jacmel, Leogane, Cap Hatien, and Gonaives.

The LC has dedicated information management capacity, with the aim of coordinating logistics operations and supporting decision-making to improve the efficiency of the logistics response. Within this capacity, the Logistics Cluster will undertake the following:

o Consolidate information on the overall logistics situation from the humanitarian community and local authorities, identifying logistics gaps and bottlenecks. Facilitate Logistics Cluster meetings and publish records of decisions taken.

o Provide updated information on operational data such as customs procedures, air operations and prioritisation of cargo by the HC to the humanitarian community through the publication of sitreps, bulletins, snapshots, flash news and briefings.
Based on priorities set by the Humanitarian Coordinator, the LC will coordinate the use of common logistics services through the management of Cargo Movement Requests and Temporary Storage Requests accompanied by cargo tracking services. Together with the broader humanitarian GIS community, the LC will provide updated maps on logistics infrastructure to facilitate decision-making for transportation of humanitarian relief by the humanitarian community.

Dedicated GIS mapping for logistics has been provided through ODEP partner IMMAP. These personnel will focus on road status monitoring, logistics infrastructure mapping and route optimisation modelling.

Provide a platform for the sharing and dissemination of logistics information at http://www.logcluster.org/ops/hti10a as well as through a moderated email circulation list.

Coordination structures in the field (Cap Haitien, Gonaives, Leogane and Jacmel) will be strengthened: NGO’s have been requested to be Logistics Cluster focal points in these centres, with the aim of mirroring the coordination structures in PaP/SD and complementing/coordinating the local-level logistics effort.

A Civil-Military Liaison Officer will remain with the Logistics Cluster and be responsible for liaising with MINUSTAH, any remaining international military entities and the US military. The CMLO in Port-au-Prince will coordinate the use of logistics assets in support of the humanitarian response.

6. Accommodation and Office Space

The International Humanitarian Partnership (IHP) has established a base camp to accommodate humanitarian workers in Port-au-Prince. The camp is managed by MSB.

WFP has chartered a cruise vessel – the Sea Voyager - to accommodate personnel from the UN organisations and UN-affiliated organizations.

Pre-fabricated units will be set up in the field offices for office space and accommodation.