

# ***Logistics Preparedness in the context of emergency preparedness - more than prepositioning?***

***Marianne Jahre, Professor, BI Norwegian Business School & Lund University***

***Luk Van Wassenhove, Professor, Henry Ford Chair of Manufacturing, INSEAD and  
Academic Director INSEAD Humanitarian Research Group***

- PREPAREDNESS WORKSHOP -  
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The flooded town of Obrenovac, Serbia, on May 19. At least 40 people died in Serbia, Bosnia and Croatia, after the heaviest rainfall since 120 years.

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# Emergency Preparedness: Roadmap

## The Concept: *What is the emergency preparedness definition<sup>1</sup> ?*

- Government agencies and NGOs
- Humanitarian research
- Reflections

## The Activities: *What is the emergency preparedness process?*

- NGOs
- Humanitarian research
- Conclusions and way forward

<sup>1</sup> We use the term “emergency preparedness” because we use the NGO terminology. In scholarly literature, the respective term used is “disaster preparedness”.

# The Concept: What is emergency preparedness?

- **US Federal Emergency Management Agency (FEMA)**

A continuous **cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action** in an effort to ensure **effective coordination** during a disaster response

- **World Food Programme (WFP)**

**Actions, arrangements, and procedures** in anticipation of an emergency to ensure that, when needed, the **response will be rapid, appropriate, and effective**

Characteristics of preparedness these definitions point to:

- Continuous process with tangible and intangible steps
- Emphasis on effective coordination during disaster
- Action-oriented: rapid, appropriate, effective response
- General principles to enable response to all natural and man-made emergencies

# Emergency preparedness at:

- **HelpAge**

The **advance** actions, arrangements, and procedures that **humanitarian agencies** take in anticipation of a disaster so that the response, when needed, is immediate, appropriate, effective and **recovery is quick** when a disaster strikes

- **CARE**

Actions that prepare **societies** to deal with the effects of a disaster when they happen

## Characteristics of preparedness these definitions point to:

- Before the outbreak of an emergency
- One of the tasks of humanitarian agencies
- Short-term and long-term focus
  
- Various beneficiaries: individuals, communities, and nations

# Emergency preparedness in humanitarian (logistics) research

One of the phases of disaster management which:

- includes all **activities** that can be performed **before the disaster strikes**
- is performed by the **population, the government, and humanitarian organizations**

The goal of emergency preparedness is to:

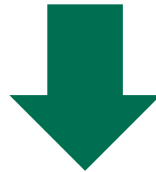
- enable **governments and humanitarian organizations** to respond rapidly
- **reach beneficiaries** as early as possible

Van Wassenhove, L.N., (2006). Blackett Memorial Lecture Humanitarian Aid logistics: Supply chain management In high gear. *Journal of the Operational Research Society*, 57, 475–489.

# The Concept of Emergency Preparedness: Reflections

Definitions of emergency preparedness differ:

- among NGOs
- between NGOs and scholars



Different terms for the same concepts may hinder communication and prevent effective collaboration

# The Emergency Preparedness Process for WFP

Phase	Description	Impact
<b>Risk Identification</b>	<ul style="list-style-type: none"> <li>• Threat and Vulnerability Assessment</li> <li>• Country Risk Profile</li> </ul> Risks classification in contextual, programmatic, and institutional	<b>Monitors the highest risks</b> (emergency descriptions should be as detailed as possible)
<b>Risk Ranking</b>	<b>Contextual risks</b> ranked by perceived impact and likelihood of occurrence to calculate the <b>seriousness of a given risk in low, medium or high.</b>	
<b>Risk Illustration</b>	WFP Risk Graph (see next slide)	Helps visualize Country Risk Profile by drawing attention to those risks whose <b>seriousness levels rank in the medium/high range</b>
<b>Risk Response</b>	A Risk Register with: <ul style="list-style-type: none"> <li>•Risk assessment</li> <li>•Mitigation actions (MPAs, ERAs, SOPs)</li> </ul>	Indicates the risk response strategy that should be applied

**Timing:** Once per year

**Responsibility:** Country directors who make budgetary provisions for the Minimum Preparedness Actions (MPAs) and Emergency Readiness Actions (ERAs)



Seriousness=Impact x Likelihood

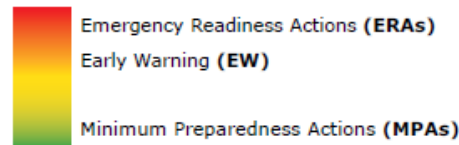
Impact	5: Critical	MPA (5)	MPA EW (10)	MPA EW ERA (15)	MPA EW ERA (20)	MPA EW ERA (25)
	4: Severe	MPA (4)	MPA EW (8)	MPA EW (12)	MPA EW ERA (16)	MPA EW ERA (20)
	3: Moderate	MPA (3)	MPA (6)	MPA EW (9)	MPA EW (12)	MPA EW ERA (15)
	2: Minor	MPA (2)	MPA (4)	MPA (6)	MPA EW (8)	MPA EW (10)
	1: Negligible	MPA (1)	MPA (2)	MPA (3)	MPA (4)	MPA (5)
		1: Very unlikely	2: Unlikely	3: Moderately likely	4: Likely	5: Very likely

Likelihood

High Seriousness (15-25)

Medium Seriousness (8-14)

Low Seriousness (1-7)



Seriousness=Impact x Likelihood

Minimum Preparedness Actions (MPAs) are:

- non-emergency specific
- reviewed every six months

Early Warning (EW) helps:

- monitor slow-onset or recurring emergencies (droughts or hurricanes) analyzing factors such as weather, agriculture, livestock, markets, and nutrition
- trigger the transition from MPAs to ERAs

Emergency Readiness Actions (ERAs) are:

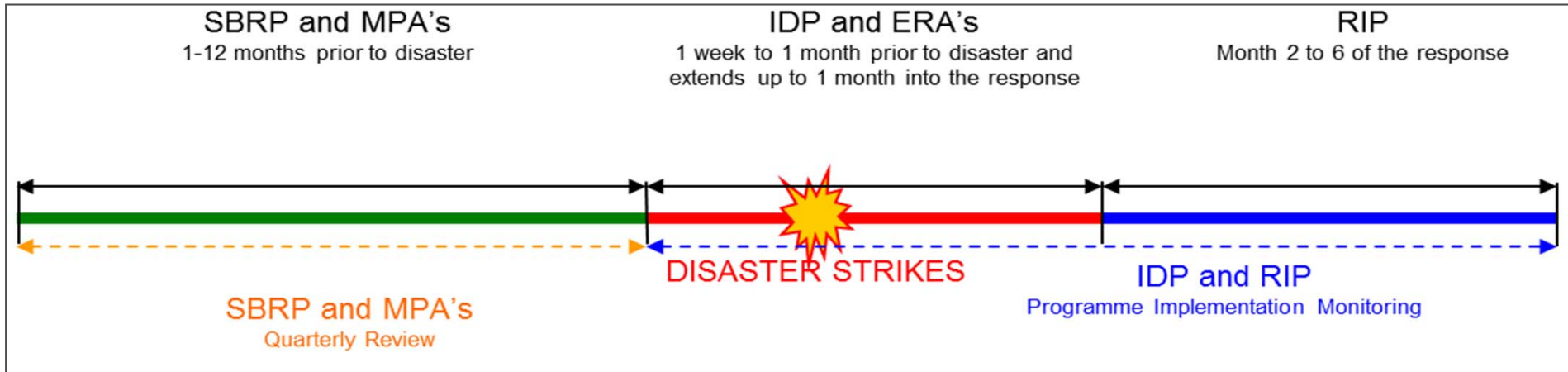
- emergency specific
- build on MPAs and help develop a “Concept of Operations” for the emergency

From: WFP Emergency Preparedness and Response Package (July 2012)

# The Emergency Preparedness Process for HelpAge

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From HelpAge International. (2014). How offices prepare for emergencies.

For the three most likely scenarios, the **Scenario-Based Response Plan (SBRP)** is updated at least once a year and MPAs are updated every quarter

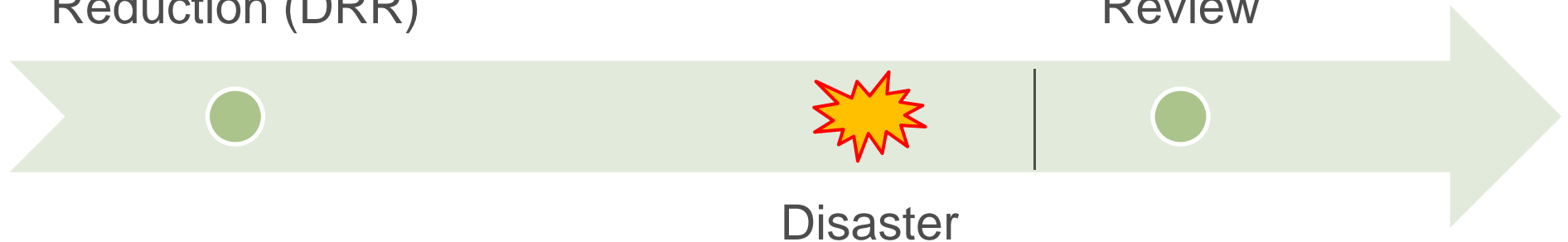
The **Imminent Disaster Plan (IDP)** focuses on fleet management, agreements with other agencies, attendance to clusters and other coordination meetings, and response budget

The **Revised Implementation Plan (RIP)** helps respond to the actual needs of the emergency and ensures that transition to normal operational period will be smooth

# The Emergency Preparedness Process for CARE

## 1. Disaster Risk Reduction (DRR)

## 2. After Action Review



Disaster

- Emergency Preparedness Planning by filling in a workbook once per year
- Capacity Assessment Questionnaire
- Emergency Preparedness Dashboard form summarizing internal and external information
- Contingency plan for the three highest-risk hazards

3 months after the disaster to feed the existing programmes with lessons learned

# The Activities: The Emergency Preparedness Process for NGOs

Phase	WFP	CARE	HelpAge <sup>2</sup>
Are there emergencies likely to occur?	Risk Identification	Disaster Risk Reduction	Scenario-Based Response Plan
Which are the most likely ones that will influence many lives?	Risk Ranking		
	Risk Illustration		
What are the tangible and intangible activities to help prepare for a specific emergency?	Risk Response		Imminent Disaster Plan
<b>Disaster Outbreak</b>			
What needs to be done after an emergency?		After Action Review	Revised Implementation Plan

<sup>2</sup> HelpAge is a UK-based NGO which provides relief and development services to older people

# What do these preparedness processes reveal?

## Similar ideas for the three NGOs

- The first phase (risk assessment) is always of conceptual nature
- Detailed analysis is limited to 3 cases
- In MPAs organizational preparedness is intertwined with logistics preparedness
- Country office has the major role in emergency preparedness

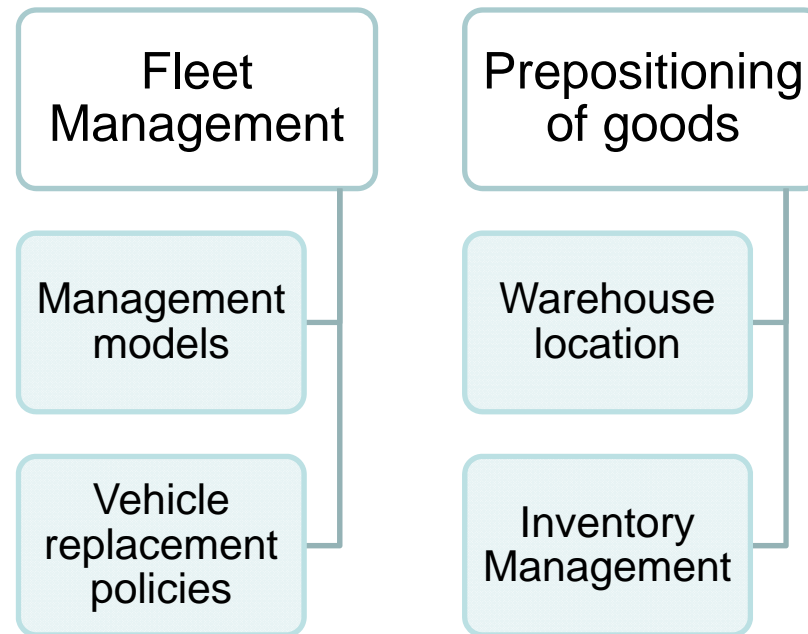
## Unique ideas for each NGO

- Country Risk Profile (WFP)
- Standard Operating Procedures for the first 27-hours (WFP)
- Partnership agreements relatively close to the outbreak (HelpAge)
- Information from various stakeholders is integrated into a dashboard (CARE)

# Disaster Preparedness Activities in humanitarian (logistics) research

<b>Tangible (based on Kunz et al., 2013)</b>	<b>Examples of MPAs in WFP</b>	<b>What is still missing?</b>
Inventory	Identifying type and quantity of food, monitoring prices and availability Pre-positioning relief supplies	
Infrastructure	Communication equipment and information technology needed for disaster response	Building pre-disaster infrastructure, such as distribution centers, road networks
<b>Intangible (based on Van Wassenhove, 2006)</b>		
Human resources	Training staff Hiring and training local staff to respond to disasters	Hiring disaster mitigation and preparedness specialists
Knowledge management	Learning from previous disaster response experiences and developing best practices	Templates for different types of disasters
Process management	Pre-negotiating agreements with suppliers and logistics providers Organizational structures	Clear arrangements with other organizations
Resources	Preparing financial resources for quick disaster response	Postponing and pooling resources
Community	Contact with national authorities	Negotiating customs agreements with local governments

# Logistics preparedness in research?



# Logistics preparedness in practice?

- **Permanent global supply network**
  - Hard assets: stocks and facilities (warehouses and offices) with according infrastructure including equipment, vehicles and warehouse m3; fleet. Items to be included in the stock; e.g. household kits, kitchen sets, soap, jerry cans, buckets, tarpaulins, blankets, watsan kits, aquatabs, tents, kits (shelter, health, mosquito, deployment), generator s, fuel, tents.
  - Soft assets: human resources, competence, tools and systems including standard operating procedures, procurement - and other manuals, emergency items catalogue, framework agreements, information systems, training courses, logistics specialists, global delivery and prepositioning plans, demand forecasts
- **From this permanent network, resources are mobilised to set up the temporary supply chain in a response**

Sources: Jahre, M. and Heigh, I. (2008) "Does the Current Constraints in Funding Promote Failure In Humanitarian Supply Chains?", Supply Chain Forum: An International Journal. Vol. 9, No. 2, 44-54; On-going case study of IFRC logistics preparedness and their response to Haiyan (Marianne Jahre)



# The well-known organizations: what do they do in logistics preparedness?

- ***‘Logistics preparedness is a key component of any disaster reduction effort. Planning is both necessary and practical, since it is generally possible to foresee the types of disasters that may affect a given location and the needs that such disasters will be likely to engender. Logistics preparedness must be based on the vulnerability and resource assessment.’*** (<http://www.ifrc.org/en/what-we-do/disaster-management/preparing-for-disaster/disaster-preparedness-tools/logistics-preparedness/>)
- ***‘Enhancing emergency preparedness with the Logistics Intervention Fleet. Through emergency preparedness, logisticians are able to ensure that they are not only ready for a sudden disaster, but that they have the tools needed to respond.’*** (<http://www.wfp.org/logistics/blog/enhancing-emergency-preparedness-logistics-intervention-fleet>)
- ***‘Emergency preparedness is a set of actions taken in anticipation of an emergency to facilitate rapid, effective and appropriate response to the situation by having a mechanism to mobilize the required resources and supplies in a timely and efficient manner.’*** (<http://logcluster.org>)

# How do organizations prepare their logistics for response?

- **MSF:** Procurement & warehousing process/system, supplier agreements, emergency roster, training, prepositioning in strategic warehouses, pre-packaged kits & standards, fleet, emergency items catalogue, ECHO Humanitarian Procurement Center
- **UNHCR:** Prepositioned stocks, supply network, 'stand-by' human/financial resources, standardised processes/documentation, local knowledge; needs/supply assessments, contracted suppliers/freight forwarders/LSPs, fleet
- **IFRC:** Procurement & warehousing process/system, supplier agreements, emergency roster, training, prepositioning in strategic warehouses, pre-packaged kits & standards, forecasts, National Societies/NSLCE, DREF, fleet, logistics ERUs, emergency items catalogue, ECHO Humanitarian Procurement Center

Source: Students in MSc-course in Humanitarian Logistics at Lund University, Spring 2014; case studies; initial website searches

# How do organizations prepare their logistics for response?

- **UNICEF:** Prepositioning UNHRD, new high tech warehouse facility, supply/logistics procedures, supply manual, guidelines and tools (e.g. ordering, Unitrack, LCA, calculators, track and trace), ECHO Humanitarian Procurement Center
- **WFP:** Prepositioning in UNHRD, Logistics Capacity Assessment (LCA), logistics cluster, fleet, partnerships with LSPs, non-earmarked funding
- **ICRC:** Field hospitals, human resources, National Societies, Safer Access Framework, fleet, guidelines, manuals, emergency items catalogue
- **CARE:** Prepositioning, global commodity tracking system, procurement, partnerships with LSP
- **HELPAGE:...**

Source: Students in MSc-course in Humanitarian Logistics at Lund University, Spring 2014; case studies, initial website searches

- **Only one organization explicitly informs about their logistics preparedness**
- **The few remaining (hits) talk a little about logistics only in connection with emergency\_preparedness**



**VERY LITTLE INFORMATION ON LOGISTICS PREPAREDNESS**

# Summary – focus logistics preparedness

## In practice

1. Guidelines/manuals/SOP
2. Rosters and training
3. Contingency stock
4. Agreements with suppliers
5. Fleet

## In research

1. Prepositioning
2. Fleet management

# Activities: Conclusions and Way Forward

- Long, time-consuming checklists that could prove challenging for small NGOs
- Transition from MPAs to ERAs (to SOPs for the WFP) is unclear
- Stakeholder engagement is mentioned but not operationalized
- Terminology far from being standardized (may create confusion and hinder collaboration)



- A common framework for preparedness process would allow for a) mapping processes from one NGO to another and b) communicating practices to stakeholders and facilitating fundraising
- The process needs to be simplified and the move from concept to action should be clarified
- The link between organizational and logistics preparedness needs to be clarified
- Senior management needs to be involved in preparedness planning and agreements with bigger NGOs, local governments, and the private sector can speed up the response

# **Conclusions after discussion**

**Gaps in practice emergency preparedness vs. logistics preparedness**

**Gaps research vs. practice on logistics preparedness**

**What can future research do?**