LOGISTICS CLUSTER

FIELD-BASED PREPAREDNESS PROJECT (FBPP)

Concept Note on Candidate Country Identification

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Who is this document for?	National and International FBPP stakeholders
What does it contain?	Describes the process by which the Field-Based Preparedness Project candidate countries are identified and prioritised.
Where can I find a softcopy?	https://logcluster.org/document/preparedness-concept-note-candidate-country-identification

Field-Based Preparedness Project (FBPP) – Rationale and Mandate

The Inter-Agency Standing Committee (**IASC**) Transformative Agenda puts forward six core functions that an IASC cluster at country level must fulfil[1]. Among these functions, function five, is to "*Build national capacity in preparedness and contingency planning*". Accordingly, the Global Logistics Cluster 2016-2021 Strategy included *preparedness localisation* as one of its goals. To achieve this goal, the Global Logistics Cluster initiated the Field Based Preparedness Project ("*the Project*"), with the objective to catalyse the strengthening and localisation of national humanitarian logistics by empowering national responders and promoting partnerships and long-term collaborative approaches.

The Project is guided by the operating principles outlined in the IASC's Common Framework for Preparedness (2013), the first two of which state the importance of national leadership – complemented by civil society – and the need for (nationally-led) joint planning and coordination with the full range of humanitarian actors. It draws on the IASC's Emergency Response Preparedness Guidelines (2015), which advocates for "*a proactive approach to emergency preparedness",* and stresses the collaborative role of clusters in preparedness by *"[defining] how agencies will work together to achieve sector-specific objectives*". This document acknowledges that preparedness "*can be complementary to development action … [by] building national and local resilience*."

The Project is also an important step toward achieving two goals of the Sendai Framework for Disaster Risk Reduction 2015 – 2030: Goal 5: "*increase the number of countries with national and local disaster risk reduction strategies*" and Goal 6: ("*enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the present Framework*").

Logistics Cluster preparedness activities do not require an active IASC Logistics Cluster operation and can be initiated any time. Where an active IASC Logistics Cluster operation is present, upon its deactivation the Project might be initiated as a means to transition into preparedness and capacity strengthening, as per the IASC Reference Module guidance. This leverages momentum relationships and established coordination platforms across the response community and allows identified logistics response gaps and bottlenecks to be addressed in a sustainable manner.

Project Status

The Project was initiated in 2016. As of January 2020, work has been completed in one country (Indonesia), is underway in ten others (Bangladesh, Haiti, Iraq, Lao PDR, Madagascar, Mozambique, Philippines, South Sudan, Malawi and Zimbabwe) and is due to commence in three more (Cambodia, Colombia and Nepal) within the year. Additional candidate countries will continue to be identified through the methodology outlined below.

Candidate Country Identification Methodology

Original (2016) Identification Methodology

At its initiation in 2016, the Global Logistics Cluster – in consultation with partner organisations – identified high-risk countries based on eight risk indices: Local Supplier Quality Index; Local Supplier Quantity Index; Production Process Sophistication Index; Disaster Risk Development Index; INFORM Global Risk; Logistics Performance Index; Climate Risk; and the World Risk Index.

[1] See *IASC Reference module for Cluster Coordination at Country Level (revised July 2015).*

Revision Chronology

Based on lessons learned, the in 2019, the **Global Logistics Meeting (Dublin)** made several recommendations around the candidate-country identification and selection process:

1. Retain those countries where the project is running or where preparation activities have been successfully initiated.
2. Review the selection criteria in a consultative manner with the Logistics Cluster Partners (Preparedness Working Group).
3. Elaborate the criteria to be maintained with regular (annual) reviews.
4. Elaborate a comprehensive 2-year roadmap for project implementation for the SAG and donor approval.
5. Apply consultative process as of the Global Logistics Meeting decision on the necessary changes to the rollout plan.
6. Propose that – where a project cannot be initiated in an identified candidate country – the next candidate on the list should be considered.

Based on this, in November 2019, the **Global Logistics Cluster Preparedness Workshop (Rome)** recommended the following adaptations to be made to the identification criteria:

1. Decrease complexity and enhance transparency by omitting overlapping or irrelevant indicators.
2. Place a stronger – and earlier – focus on country consultations as an integral part of the selection process.
3. Include qualitative criteria related to the project design and feasibility of implementation.
4. Strengthen the role of partners on the ground as potential project lead or co-lead for suitable countries.
5. Where a project cannot be initiated in an identified candidate country within three months, the process will move to the next candidate country on the approved shortlist.

Based on these proposed revisions to the identification criteria (elaborated in more detail below), a revised list of 30 candidate countries was developed. Both the revised criteria and the candidate country list were submitted to the **Logistics Cluster Strategic Advisory Group** (SAG) in early 2020 and were subsequently approved.

Revised (2020) Identification Methodology

The revised 2020 criteria differ from the original 2016 set in two important ways. First, the *quantitative* factors were revised (to remove duplication and to account for since-discontinued indices) and expanded (to consider logistics emergency response gaps and bottlenecks). Second, *qualitative* factors were added, that consider, project framework conditions, implementation feasibility, and the long-term viability of sustaining the Project's outcomes:

a. **Quantitative Assessment: High Risk for Logistics Emergency Response Gaps and Bottlenecks**
   Countries at high risk for emergency situations, where the local logistics emergency response system is likely to face significant response gaps.

b. **Qualitative Assessment: Implementation Feasibility**
   Presence of a Logistics Cluster partner organisation who can implement the project in-country and support a long-term transition into sustainable, fully localised logistics preparedness actions. Further considerations include project timeframe, country framework conditions for successful implementation and regional considerations for coordinated project activities. This comprises a consultative process with partners and country actors.

These are summarised as follows:

		Criteria	Target	Indicator	Measure / Weight
a - High Risk for Logistics Emergency Response Gaps and Bottlenecks	1	**General Emergency Risk**	Hazard & Exposure, Vulnerability, Lack of coping capacity.	INFORM	quantitative / 50%
	2	**Logistics Capacity**	General logistics performance in country.	Logistics Performance Index (LPI)	quantitative / 30%
	3	**Climate based losses**	Actual impact by fatalities & economical losses.	Climate Risk Index (CRI)	quantitative / 10%
	4	**General Emergency Risk (long-term)**	Similar to INFORM, includes long-term adaption capabilities.	World Risk Index (WRI)	quantitative / 10%
b – Implementation feasibility	5	**Context feasibility**	Does the current country context allow for project implementation in a given timeframe until 2021?	Qualitative Assessment	qualitative (ordinal)
	6	**Feasible partner**	Is a partner organisation available in country to implement the project with a 3 to 5-year commitment?	Partner feedback	qualitative (ordinal)

Identification and prioritisation of, and engagement with, candidate countries follow the process below:

Step 1: The existing countries remain

Countries (i) where implementation is complete, (ii) that are currently ongoing, or (iii) which are in the onboarding-phase are kept on the list regardless of their current/revised ranking (as per the the 2019 Global Logistics Meeting **in** Dublin).

Step 2: Identify the top 50 most at-risk candidate countries

All countries globally are assessed according to the redefined quantitative selection criteria outlined above. The four indices are normalised to a scale of 0 – 100 (with 100 indicating the highest need for support). A single combined risk index is built through weighted average and used to identify the most at-risk countries which were not included by step 1.

Step 3: Consultative short listing and ranking of top 30 most-feasible candidate countries

The top 50 countries resulting from Step 2 are further evaluated through the Logistics Cluster network on the basis of qualitative indicators – which focus on project feasibility and implementing partner availability – using an ordinal scale rating:

- +2 highly recommended / high feasibility
- +1 recommended / feasible
- 0 neutral / no information
- -1 less recommended
- -2 not recommended / not feasible (rule-out criteria)

Where a country has one or more qualitative indicators with a value of -2, that country is immediately removed from the listing.

The remaining countries are then prioritised first based on the *context feasibility* (indicator 5), followed by weighted average of quantitative indicators (indicators 1-4), and finally based on the *partner feasibility* (indicator 6).

The top 30 countries from this ranked list are then selected.

Step 4: SAG approval

The 30 countries, and the identification and prioritisation methodology, are presented for approval by the Logistics Cluster Strategic Advisory Group (SAG) and the Project's donors.

Step 5: Selection and country-level engagement for final targeted country list 2020/2021

Within the list of 30 candidate countries (now approved by SAG and donors), the Global Logistics Cluster Preparedness Team works from the highest priority candidate country to the lowest. Drawing on the two implementation feasibility ratings, the team first identifies a potential host organisation (one of the Global Logistics Cluster partner organisations) in each country, and then reaches out to the country-level senior management of that organisation to arrange for an initial, remote, consultation. This initial contact assesses the Project's feasibility in greater detail, and also looks at the Project's scope, potential timeframes, synergies with any other SDG-17 activities the host organisation is conducting in country and the potential for the host organisation to continue supporting the national-actor capacity strengthening process once the Project ends.

Where no host organisation in the country is able to implement the Project for the given 3-month timeframe, the next country on the list will be approached.

Where a host organisation in a country *is* willing and able to support the Project, an in-country scoping mission (or equivalent) will be conducted. The Scoping Mission will socialise the Project's objectives, ascertain the National Disaster Management Office (NDMO) and local actor appetite, and define the Project's scope and areas of engagement. Where a country has agreed to implement the Project but becomes unable to do so (e.g. a larger sudden-onset emergency happens in the onboarding phase), then the next country on the list will be approached directly.

2020 Mid-year review 2020 due to significant COVID-19 related impacts

In June 2020, a full-scale project review was conducted to assess the project contingency measures in response to the ongoing global COVID-19 pandemic and design an adapted roadmap accommodating for changes. As a result, the project scope estimate under a moderate COVID-19 impact scenario is to roll out the project with the given funding until end 2021 in 14 (done/currently active/onboarding)[2] + three (candidate) countries[3].

As per the Global Logistics Meeting Dublin 2019 decision on the emergency related project adaptions, the approved list of 30 candidate countries will be followed in the ranked order. Where the project cannot be imitated within 3 months of the candidate's identification and initial outreach, then – following the Global Preparedness Working Group recommendations – the selection will move on to the next candidate.

As such, six additional country candidates will be selected during the 2020 Global Logistics Meeting and – according to the SAG approved list – ordered after reviewing each candidate's current implementation feasibility (i.e. review of

[2] **Completed** (1) : Indonesia
Underway (10): Bangladesh, Haiti, Iraq, Lao PDR, Madagascar, Mozambique, Philippines, South Sudan, Malawi, Zimbabwe
Onboarding (3): Cambodia, Colombia and Nepal

[3] Review ongoing as of mid 2020.

indicators number 5 – *context feasibility* – and 6 – *partner feasibility* – on country candidate listing). For resource purposes, this review was only conducted for potential candidates in the given order.

Quantitative Indicators

To enhance transparency and reduce indicator complexity, the 2016 indicators were reviewed. As the Index for Risk Management (INFORM)[4] is a collaboration of IASC Reference Group on Risk, Early Warning and Preparedness (IASC RG REWP)[5] and the European Commission[6], this index has been chosen as a reference model. Based on the 2019 Rome Preparedness Workshop recommendations, the following indicators were chosen:

- **INFORM Global Risk Index** (GRI): IASC RG REWP and European Commission, and based on multiyear average 2011-2020.
- **Logistics Performance Index** (LPI): World Bank, and based on multiyear average data 2010-2018.
- **Climate Risk Index** (CRI): Germanwatch, and based on multiyear average 1999-2020).
- **World Risk Index** (WRI): United Nations University's Institute for Environment and Human Security (UNU-EHS) and Alliance Development Works/Bündnis Entwicklung Hilft (BEH), based on 2019 data.

To allow for direct comparison, all indicators were recalculated to a 0-100 scale (with 100 indicating the greatest need for support).

INFORM:

Hazard & Exposure <> Vulnerability <> Lack of coping capacity (geometric mean value with equal weights)

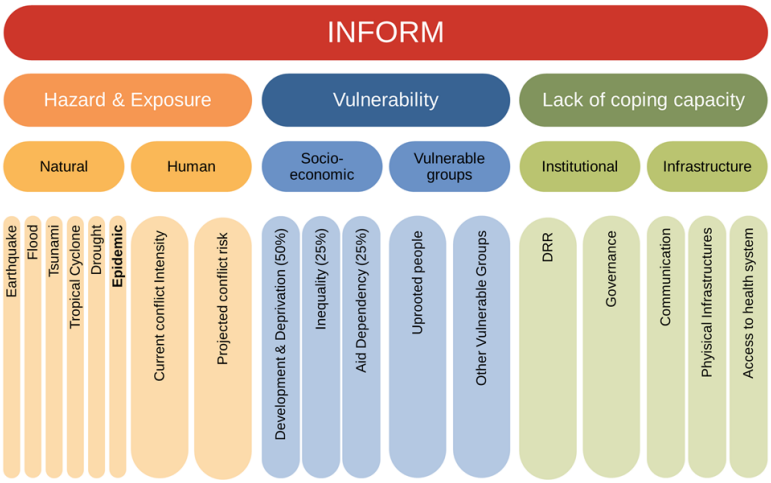
Hazard & Exposure: natural (6 types, incl. epidemic) & human (current & projected conflict risk).

Vulnerability: socio-economic & vulnerable groups.

Lack of coping capacity: institutional (DRR, Governance) & Infrastructure (Comms, physical, access to health).

- Geometric average over 3 dimensions[7] with equal weight
- Provides a global, comprehensive set of risk factors regarding hazard & exposure, vulnerability and lack of coping capacities per country
- Logistics Infrastructure is solely reflected in road density
- Used as baseline indicator

[4] See www.inform-index.org
[5] See https://interagencystandingcommittee.org/iasc-reference-group-on-risk-early-warning-and-preparedness
[6] See https://ec.europa.eu/jrc/en/scientific-tool/index-risk-management-inform
[7] See methodology https://publications.jrc.ec.europa.eu/repository/bitstream/JRC87617/lbna26528enn.pdf



Climate Risk Index (CRI)[8]

Actual impact by fatalities & economical losses

- Geometric average over 3 dimensions[9] with equal weight.
- Adds climate-caused loss markers, related to INFORM section "Hazard & Exposure".

World Risk Index (WRI)[10]

Exposure * Vulnerability

Exposure = threats due to earthquakes, cyclones, floods, droughts and sea-level rise.

Vulnerability = 3 equally weighted components:

Susceptibility (likelihood of suffering from harm in an extreme natural event).

Coping (abilities of societies to be able to minimise negative impacts through direct action).

Adaption (long-term process).

Logistics Performance Index (LPI)[11] *logistics trade performance in six (6) categories (survey based)*

Efficiency of customs and border clearance.

Quality of trade and transport infrastructure.

Ease of arranging competitively priced shipments.

Competence and quality of logistics services.

Ability to track and trace consignments.

Frequency with which shipments reach consignments within schedule or expected delivery times.

- Assesses logistics (trade) performance on international and domestic level.

[8] see https://germanwatch.org/en/cri
[9] See methodology https://publications.jrc.ec.europa.eu/repository/bitstream/JRC87617/lbna26528enn.pdf
[10] see https://weltrisikobericht.de/english-2/
[11] see https://lpi.worldbank.org/international/global

The following indices were removed from the 2016 criteria list:

Supplier Quality / Quantity Indices	Removed as discontinued in WEF GCR
Production process sophistication	Removed as discontinued in WEF GCR
Disaster Development Risk Index	Removed as relevant indicators are incorporated in INFORM

Qualitative Indicators: Project Design Framework Conditions

The following intrinsic project characteristic directly affect the country selection process and criteria and are regarded as baseline framework conditions to redefine the country selection process:

- Localisation:
  - National counterpart willing and able to include project and/or a strong responder community with commitment to engage in preparedness activities.
  - Focus on institutional capacity building and advocacy.
  - Partner with a 3-5-years presence, a commitment to the project and good relationships with the national actors.
- 18 months project period:
  - Kick-start character requiring partner with adequate long-term implementation ability where the project fits in.
  - Leverage on existing network (partner).
  - Focus on short- and mid-term activities and advocacy for longer-term planning.
- Logistics Emergency Preparedness:
  - Focus on logistics infrastructure, emergency response capacity (institutional and asset capacity).
- Funding expenditure in 2020/2021:
  - Only countries ready, willing and able to start activities on the ground by mid-2020.