

Maputo Pandemic Preparedness Framework

Workshop – Maputo, 23rd October 2008

A human influenza pandemic could have devastating consequences across all sectors of society. The threat of a pandemic requires robust and multi-sectoral preparedness plans, developed jointly or complementarily between the humanitarian sector, government, and the commercial sector.

A pandemic is a global disease outbreak. Pandemic flu occurs when a new influenza virus emerges for which the population has little or no immunity, and for which there is no vaccine available. The disease spreads easily from person to person, can cause serious illness and can sweep across the country in which it originates and around the world in a very short time. In today's world of rapid globalisation this could occur in just a few weeks to a couple of months.

Influenza pandemics have occurred periodically throughout history, every few decades. In the last century there were three known pandemics, 1918 which was considered the most serious leading to the death of millions of people world wide and then in 1957 and 1968. Pandemics often occur in waves, usually two or three over a 12 -18 month period. It is worthy to note that the lethality of the waves can be different as the virus continues to adapt itself.

The workshop made an effort to identify common areas of concern amongst the humanitarian actors to maintain operational capacity in Mozambique, in case of a pandemic. The workshop participants were divided into groups organised by logistics critical sector, to look at potential risks and challenges and mitigating short and long term policies to maintain some form of business continuity in case of a pandemic. This matrix summarises the main conclusions of the exercise.

Assumptions

- WHO have made certain assumptions that are generally accepted for planning purposes during pandemic situations and these were presented to and used by the groups.
 - Staff absenteeism could be as high as 40%
 - People sickened by the pandemic may be as high as 20%
 - Potential for civil unrest due to disruptions to essential and life support services, food, public utilities and law & order.
 - Possible massive disruption to global markets and to international and local supply chain systems.

Group 1 - Port Operations				
Area or Sector	Threats & Risks	Possible Implications for the Humanitarian Sector	Next Steps	Possible Responses
<p><u>Port of Maputo Operations</u></p> <p>Some organisations have less storage requirements in the southern region of Mozambique as the Port of Maputo is primarily used to supply humanitarian operations in Swaziland.</p>	Full or partial closure of Maputo Port	Partial, or complete break of imported supplies of humanitarian food aid	Discuss with GoM plans to secure the port to maintain operations	Establish quarantine zone(s) to allow for business continuity
			Discuss with GoM and port authority on priority of essential goods	Advise Port Authority of increased pandemic alert and clear port
			Discuss with shipping lines their plans for a pandemic response	Agree that direct loading of containers be permitted in a pandemic
	Staff absenteeism (+40%)	Limited capacity to handle ships and provide adequate storage	Discuss with GoM and port authority on priority of essential goods	Advise Port Authority of increased pandemic alert and clear storage
			Discuss with shipping lines their plans for a pandemic response	Agree that direct loading of containers be permitted in a pandemic
			Brief all essential personnel on basic hygiene and PPE use	Ensure adequate supplies of PPE available at all key sites
	Lack of fuel supplies	Total disruption to port operations resulting in losses of assets and personnel	Discuss with GoM for access to critical fuel reserves	Advise GoM that a pandemic situation may be imminent
	Communications failure		Review ICT systems and develop pandemic situation plans	Test all equipment and brief personnel of latest pandemic alert phase
	Heightened insecurity		Ensure that all security needs are understood by all critical groups	Run simulation exercise to ensure readiness and procedures be complete

Group 2 – Transport				
Area or Sector	Threats & Risks	Possible Implications for the Humanitarian Sector	Next Steps	Possible Responses
<p><u>Land Transport</u></p> <p>Mozambique relies heavily on road transport for most surface transport solutions. The network extends far into Malawi, DRC, Zambia & Zimbabwe.</p> <p>The rail infrastructure is old and in need of investment. This is currently happening but will take time to be considered a reliable transport mode.</p>	<p><u>Increased insecurity</u> As food resources become depleted due to a decline in the logistics infrastructure humanitarian food will become a likely target.</p>	<p>Trucks looted, stolen or destroyed. Driver's lives placed at risk.</p> <p>Restriction of movement both within and between countries.</p>	Prepare procedures for loading at storage units to limit contamination	Test procedures and ensure high level readiness at all sites
			Brief all contractors on potential risks and expectations	Move all food from city based storage units to EDP's & FDP's
			Discuss with the GoM the needs for convoy protection	Advise GoM that increased protection will be required soon
	<p><u>Staff Absenteeism</u> Many labours migrate from rural locations to areas of economic activity to seek work, many may return home to care for sick family</p>	<p>Staff either sick (20%), or unwilling to work.</p> <p>Limited drivers and support personnel.</p> <p>Public transport limitations.</p>	Strengthen org. plans be ready to move stocks during increased phases	Move all food from city based storage units to EDP's & FDP's
			Estimate food/NFI requirements prior to pandemic situation	Ensure most activities completed prior to pandemic
			Develop procedures to utilise staff buses during pandemic	Test procedures and ensure full readiness for pandemic situation
	<p><u>Fuel shortages</u> Supplies of pre-refined fuel may decline or at times cease placing sever strain on transport services</p>	<p>Severe restrictions on the supply of fuel.</p> <p>Sharp increases in fuel prices.</p> <p>Insecurity resulting from fuel being a targeted commodity</p>	Develop plans for the humanitarian sector to pool resources	Secure adequate fuel and place in secure zone while available
			Discuss with GoM for access to critical fuel reserves	Advise GoM that pandemic situation may be imminent
			Discuss with the GoM the needs for convoy protection	Advise GoM that increased protection will be required soon

Group 3 – Procurement				
Area or Sector	Threats & Risks	Possible Implications for the Humanitarian Sector	Next Steps	Possible Responses
<p><u>Procurement & Finance</u></p> <p>Mozambique has an extensive ATM network with most banks having many cash dispensers. Even during times of economic stability there are often queues waiting to use ATM services.</p>	<p><u>Limited cash availability</u> ATM's running out of cash, lack of healthy banking personnel to operate regular bank services and limited Forex services</p>	<p>Complications for staff and organisation for small but essential daily transactions.</p> <p>Interruptions to daily financial transactions</p>	Assess monthly cash requirements during pandemic period	Increased phase the trigger for replenishment of petty cash reserves
			Assess expected inventory needs during pandemic period	Ensure that adequate stocks of essential supplies are on order
			Review inter agency requirements during pandemic period	Collaboration with agencies to create and use common resources
	<p><u>Market Instability</u> Panic buying, hoarding, looting, black market trading, spiralling prices, disruptions to international supplies and general security issues</p>	<p>Rising prices and inflation</p> <p>Accessibility and restrictions to limited supplies of foreign currency.</p>	Establish purchase and settlement procedure with providers	Advise providers of agreed terms of settlement
			Review needs & ensure monthly requirements are established	Place orders and replenish business critical supplies
			Discuss potential with government and agree expectations	Replenish foreign currency reserves to meet monthly needs
	<p><u>Financial institution breakdown</u> Massive disruption to global finance markets, limited credit from banks and limited supply of many imported goods</p>	<p>Essential services impacted with disruption to electricity, impacting on communication and banking services.</p>	Ensure that internal back-up systems are serviced and ready	Replenish fuel supplies to maximum levels with reserves in place
			Review inter-agency communication policy is complimentary	Simulation exercises conducted and back-up systems working
			Establish purchase and settlement procedure with providers	Implement agreed payment policies with key providers

Group 3 – Fuel				
Area or Sector	Threats & Risks	Possible Implications for the Humanitarian Sector	Next Steps	Possible Responses
<p><u>Fuel & Energy Supplies</u></p> <p>Mozambique is 100% reliant on international imports of pre-refined fuel products... this will be a weakness in maintaining effective business continuity during a pandemic.</p> <p>Mozambique is a large electricity generator of hydro electricity with exports to neighbouring countries... this may be a strength in being more able to effectively with-standing the impact of a pandemic.</p>	<p>Possible threats include panic buying, hoarding, looting, black market trading, spiralling prices, disruptions to international supplies and many general security issues...</p>	<p>Immediate and acute fuel shortages leading to cessation of current activities... access to fuel supplies will be essential to conduct basic humanitarian services</p>	<p>Review current monthly needs and assess org. pandemic requirements</p>	<p>Fuel usage limited to essential humanitarian services use only</p>
			<p>Evaluate monthly fuel requirements during pandemic period</p>	<p>Implement fuel usage policy to limit consumption</p>
			<p>Investigate common fuel reserve supply site as none currently exists</p>	<p>Implement agreement on common usage to preserve supplies</p>
	<p>Negotiations need to be conducted with the GoM prior to any pandemic environment on access to fuel by key service providers to be able to maintain business continuity</p>	<p>Services provided by contractors are limited due to disrupted fuel supplies... Identification of key essential service providers be established and registered with the GoM asap</p>	<p>Discuss with GoM the implications of fuel shortages on services</p>	<p>Secure access to adequate supplies of fuel for providers</p>
			<p>Assess monthly fuel needs to maintain minimum operation</p>	<p>Secure and ensure fuel stocks are available for key providers</p>
			<p>Brief providers on fuel needs and assist with creating fuel reserves</p>	<p>Advise and encourage providers to secure adequate fuel stocks</p>
	<p>A high proportion of electricity generation in Mozambique is from hydro generators... this may be a strength in maintaining a continuity of services during a pandemic period</p>	<p>Disruption to electricity supply impacting on business critical activities such as banking and telephone services and essential utilities such as water and sewage treatment</p>	<p>Service & test back-up systems and review inventory of spare parts</p>	<p>Simulation exercises conducted and back-up systems ready</p>
			<p>Review inter-agency back-up systems are complimentary</p>	<p>Simulation exercises conducted and back-up systems working</p>
			<p>Identify competent system operators to provide system training</p>	<p>Brief all business critical staff on operation of back-up system usage</p>

Group 3 – Coordination				
Area or Sector	Threats & Risks	Possible Implications for the Humanitarian Sector	Next Steps	Possible Responses
<p><u>Collaborative UN inter-agency coordination structure</u></p> <p>Mozambique has been established as a pilot country a One-UN structure so this may be a good opportunity to build on this and test new relationships</p>	<p><u>Coordination Failure</u> Disjointed and non-complimentary parallel coordination systems.</p> <p><u>Lack of Resources</u> Exhaustion of critical consumable resources and delays in decision making during a time sensitive period.</p> <p><u>Staff</u> The lives of business critical staff may be placed at risk thus jeopardising responses</p>	<p>Duplication of activities and confusion resulting in disjointed responses</p> <p>Poor use of resources resulting in wastage and shortages.</p> <p>Critical personnel not properly identified and trained resulting in lives being placed at risk.</p> <p>Target beneficiaries not receiving the support required.</p>	Discuss with the GoM of placing INGC personnel within management cell	Brief GoM of imminent establishment of management cell
			Identify inter-agency pandemic business critical personnel	Increased phase the trigger to brief all business critical personnel
			Establish GoM, IO & NGO involvement of management cell	Brief all partners of imminent establishment of management cell
			Review and establish communication requirements	Move communication equipment to central location
			Review security measures necessary for collaborate response	Implement security plans and collaborate with premises security
			Investigate a common location to establish management cell (hotel)	Ensure premises is available and stocked of essential supplies
			Evaluate support services required, eg. Water and sewage	Nominate personnel to ensure all systems working and ready
			Calculate PPE needs for emergency management team during a pandemic	Place PPE at selected venue and personnel briefed on correct use
			Calculate food needs for emergency management team during a pandemic	Place food orders and ensure correct storage to maintain quality

Group 4 – Food Storage				
Area or Sector	Threats & Risks	Possible Implications for the Humanitarian Sector	Next Steps	Possible Responses
<p><u>Storage of Food Commodities</u></p> <p>Organisations may have less storage requirements in the southern region of Mozambique as the Port of Maputo is primarily used to supply humanitarian operations in Swaziland.</p>	<p><u>Security</u> Acute food shortages leading to civil disorder</p>	<p>Food assets are looted or destroyed and staff placed at personal risk</p>	<p>Review current storage locations and assess potential risks</p>	<p>Increase security at all food storage locations and seek GoM support</p>
			<p>Explore the possibility of erecting temporary storage facilities</p>	<p>Erect MSU's at pre-arranged locations and stock with commodities</p>
			<p>All staff and security personnel are briefed on dangers and procedures</p>	<p>Implement agreed procedures and systems and ensure compliance</p>
	<p><u>Labour</u> Staff absenteeism could be as high as 40%</p>	<p>Degraded labour force resulting in delayed food movements and risking influenza contamination of key personnel</p>	<p>Explore the possibility of moving food directly in containers, no destuffing</p>	<p>Advise port authority and shipping lines of container return delays</p>
			<p>Brief all key personnel on the risks of PHI & PPE during a pandemic</p>	<p>Ensure personnel are familiar with pandemic conditions & PPE use</p>
			<p>Calculate PPE needs for storage management team during a pandemic</p>	<p>Place PPE at storage units and personnel briefed on correct use</p>
	<p><u>Transport</u> Failure of contractors to perform critical services</p>	<p>Transporters are unwilling to commit hardware and drivers reluctant to risk lives due to increased security risk</p>	<p>Identify key transporters for pandemic operations and agree conditions</p>	<p>Advise transporters to be ready as pandemic situation is developing</p>
			<p>Set driver handling procedures to limit PHI contamination</p>	<p>Re-brief all personnel on expected conditions and on correct PPE usage</p>
			<p>Make pre-arrangements with the GoM on convoy protection in a pandemic</p>	<p>Ensure GoM are ready to provide convoy protection when needed</p>