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Localising Logistics Preparedness: Impact Study of the Global Logistics Cluster Field-Based Preparedness Project (FBPP)



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Authors

Brian Tiago Huempel

Dr. Mojtaba Salem

Contributors

Carolin Winter

Dr. Maria Besiou

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The authors acknowledge that the operational context for implementing the Field-Based Preparedness Project (FBPP) in 2025 was marked by significant disruption across the aid sector.

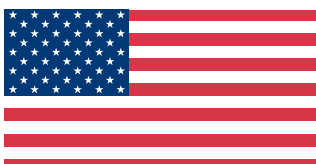
These circumstances were beyond the control of the implementing organisation and should be considered when interpreting the findings and recommendations presented in this report.

In late 2025, the Logistics Cluster and the Telecommunications Cluster were merged under the UN80 initiative. While now known as the Global Logistics and Telecommunications Cluster (LTC), this report was commissioned and all research undertaken before this process was finalised. Throughout this document, we therefore only reference the Logistics Cluster (or the GLC).

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List of acronyms

CCS	Country Capacity Strengthening
CNM	Capacity Needs Mapping
DDM	Department of Disaster Management (Bhutan)
DMD	Disaster Management Department (Tanzania)
DoDMA	Department of Disaster Management Affairs (Malawi)
DRM	Disaster Risk Management
ENSO	El Niño Southern Oscillation
EPR	Emergency Preparedness and Response
FBPP	Field-Based Preparedness Project
FCBL	Food Corporation Bhutan Limited
GDP	Gross Domestic Product
GLC	Global Logistics Cluster
HDI	Human Development Index
HO	Humanitarian Organisation
HSA	Humanitarian Staging Area
HSC&L	Humanitarian Supply Chain and Logistics
I-ARI	Institutional Ability and Readiness Index
IASC	Inter-Agency Standing Committee
ICS	Institutional Capacity Strengthening
IM	Information Management
INDECI	Instituto Nacional de Defensa Civil
IPO	International Preparedness Officer
LCA	Logistics Capacity Assessment
LWG	Logistics Working Group
MoAL	Ministry of Agriculture and Livestock
MoTPW	Ministry of Transport and Public Works
N-ARI	National Ability and Readiness Index
NDMA	National Disaster Management Agency
NEOC	National Emergency Operations Centre
NLOM	National Logistics Operations Manual
NLPWG	National Logistics Preparedness Working Group
NLTWG	National Logistics Technical Working Group
NPO	National Preparedness Officer
S-ARI	System Ability and Readiness Index
SOP	Standard Operating Procedure
ToC	Theory of Change
ToR	Terms of Reference
WFP	World Food Programme
WFP CO	World Food Programme Country Office
WGI	Worldwide Governance Indicators



Executive summary

Escalating climate-related and complex emergencies continue to test the speed, reach, and reliability of humanitarian operations. In this context, the Global Logistics Cluster Field-Based Preparedness Project (FBPP) aims to strengthen locally owned supply chain coordination for emergency preparedness and response by working with national disaster management authorities and their humanitarian partners. FBPP has been implemented in 26 countries to date (Appendix 5)¹. This report assesses the extent to which FBPP contributed to that intended impact across four case study countries: Malawi, Bhutan, Peru, and Tanzania.

Using a four-country qualitative design based on document review, key informant interviews, and meeting observations, the research assesses contribution rather than attribution. It examines FBPP's role in strengthening nationally led coordination, information-sharing, preparedness practices, and action-plan implementation, while also identifying the main factors that enabled or constrained progress.

The evidence indicates that FBPP's distinctive value lies less in delivering stand-alone preparedness outputs than in acting as an institutional catalyst—

convening actors, creating shared reference points, and translating diffuse preparedness concerns into more structured, nationally led arrangements. It finds that FBPP made a meaningful contribution to its intended impact, with results varying across contexts, implementation stages, and country conditions. Baseline coordination architectures also differed across the four cases: Malawi already had a national cluster system before FBPP and Peru had INDECI-led national disaster management structures, while Bhutan's Logistics Desk and Tanzania's logistics coordination arrangements were largely established or first convened with FBPP support. Unsurprisingly, the clearest progress is visible in Malawi and Bhutan (where implementation has concluded), with coordination mechanisms and preparedness practices more firmly embedded under national leadership—building on Malawi's pre-existing cluster system and Bhutan's newly convened Logistics Desk and NLPWG. In Peru and Tanzania, both still in active implementation, progress is evident but more uneven, reflecting earlier project stages as well as political and institutional constraints that still need to be overcome.

1. See Appendix 5 for full list of countries where FBPP has been implemented.

Main findings on impact

- 1. FBPP strengthened nationally led logistics coordination for emergency preparedness and response.** In Malawi and Bhutan, FBPP strengthened and, in Bhutan, helped convene nationally led coordination mechanisms—reinforcing Malawi’s existing cluster system and supporting the establishment of Bhutan’s Logistics Desk and NLPWG—and clarified roles across government and humanitarian actors. In Tanzania and Peru, where implementation is ongoing, coordination arrangements are showing meaningful while still uneven progress, with continuing gaps in representation, co-leadership consistency, and institutional consolidation.
- 2. FBPP strengthened information-management approaches.** Malawi shows the strongest evidence that information-management tools and workflows improved operational visibility and informed decision-making. In Bhutan, progress was more selective and context-specific by design—reflecting FBPP’s approach of adapting tools and emphasis to country circumstances rather than imposing a uniform template, in this case the centrality of government food stocks managed through Food Corporation Bhutan Limited (FCBL). Structured information-sharing was strengthened, while broader platform uptake remained limited. In Peru and Tanzania, both still in active implementation, work on information-sharing is at a more exploratory stage.
- 3. FBPP advanced more coherent preparedness operational practices, although formal institutionalisation varied considerably across countries.** Bhutan showed the clearest progress through development of a National Logistics Operations Manual and agency-specific SOPs. In Malawi, formal SOP institutionalisation remained work-in-progress, but broader preparedness and coordination practices became more firmly embedded. Tanzania and Peru are showing early progress, with institutionalisation still developing at this stage of implementation.

- 4. Preparedness Action Plans played a catalytic role.** Preparedness Action Plans helped structure priorities, align stakeholders, and guide follow-on action beyond FBPP’s direct funding scope.

Enablers and constraints of FBPP

1. Country selection matters.
2. Engagement momentum is a strong enabler.
3. Political cycles constrain continuity.
4. Skill profile considerations of implementing WFP/ Logistics Cluster staff are key to effectiveness.
5. Staff turnover can undermine continuity unless institutional routines are established.
6. Transition embedded in government structures and legal frameworks (e.g. Malawi’s Disaster Risk Management Act 2023) and post-project ownership are essential for sustainability.

Recommendations

The report makes recommendations for three main stakeholder groups.

For national government stakeholders, the priority is to institutionalise preparedness through dedicated preparedness budget lines; designated focal points; predictable coordination routines; endorsed procedures; and the embedding of preparedness coordination and information-sharing functions within national government structures, institutional mandates, and legal frameworks for disaster management.

For WFP and GLC Preparedness, the priority is to improve internal positioning and ownership of FBPP; strengthen stakeholder understanding of project objectives from the outset; manage transition as a clearly sequenced phase; ensure staffing profiles match the project’s facilitation and institutional demands; and adapt country models, timelines, and success criteria to context.

For donor agencies, the priority is to use Preparedness Action Plans as strategic funding references and to sustain follow-on support for priority actions that fall outside FBPP’s direct scope, especially during and after transition.



Tanzania Dodoma Warehouse Visit ©WFP, Mariam Mmanywa

Introduction

Escalating climate-related and complex emergencies continue to challenge the agility, reach, and reliability of humanitarian operations. Robust preparedness is widely recognised as a critical lever for reducing response time, costs, and coordination complexity (Global Logistics Cluster, 2023; Jahre et al., 2016). Logistics and supply chain activities, including buying and delivering relief supplies, account for an estimated 70% of total humanitarian response costs (Stumpf et al., 2023b), underscoring the significance of pre-crisis preparedness investments on logistics and supply chains, particularly in capacity, coordination, and information systems. The past decade has also seen a significant shift towards the localisation of humanitarian programme delivery. As a result, strengthening the capacity of governments—which in practice steward much of the assistance channelled through the international humanitarian system—has become a core priority for mandated agencies.

Over the past two decades, research on humanitarian logistics has evolved from foundational discussions on complexity and preparedness to systematic reviews synthesising insights on performance, coordination, and operations management (Banomyong et al., 2019; Besiou & Van Wassenhove, 2020; Van Wassenhove, 2006). Despite broad agreement on the importance of preparedness (Goniewicz et al., 2023), there is still limited evidence on what national logistics preparedness interventions achieve in practice, especially in terms of institutional capacity, coordination, and sustainability (Stumpf et al., 2023a).

Background

The Global Logistics Cluster (GLC) aims to strengthen government capacity to lead supply chain coordination for emergency preparedness and response ahead of crises, as part of its commitment to preparedness and localisation. The GLC, within the Inter-Agency Standing Committee (IASC) cluster system and led globally by the World Food Programme (WFP), provides leadership in coordination, information management, and access to common services during crises (World Food Programme, 2025; Global Logistics Cluster, 2025b). Building on this mandate and expertise, the Field-Based Preparedness Project (FBPP) is the GLC's flagship initiative to advance a government-led, localised model of logistics preparedness. Launched in 2018, the FBPP's core focus is to strengthen the capacity of national disaster management agencies (NDMAs) to lead logistics coordination and reduce reliance on international actors during crises.

FBPP tailors its interventions to local institutional capacities and contextual conditions. Its needs-based approach combines a range of activities, including: long-term in-country support, partner and capacity mapping and needs assessments, the development of preparedness action plans, government-led training and simulations, the development of standard operating procedures (SOPs), and the integration of data and mapping tools (Global Logistics Cluster, 2020c). These activities are framed within an Institutional Capacity Strengthening (ICS) framework and a

localisation methodology, supported by toolkits such as framework overviews, quick-start guides, and monitoring guidance (Global Logistics Cluster, 2021c; 2025b). FBPP's emphasis on ownership and skill transfer also aligns with WFP's Country Capacity Strengthening (CCS) policy, which prioritises sustainable system performance through engagement with public institutions and national stakeholders.

FBPP's intended impact and success factors

FBPP's intended impact is enhanced locally owned supply chain coordination for emergency preparedness and response. Progress toward that intended impact is assessed against four FBPP success outcomes drawn from the Theory of Change (ToC)²:

1. The establishment of a National Logistics Preparedness Working Group (NLPWG) chaired by a lead national disaster management authority/organisation (NDMA/NDMO),
2. The operationalisation of common information-sharing tools or approaches for logistics (e.g. LogIE or ESUPS STOCKHOLM),
3. The development of a nationally endorsed preparedness action plan, and
4. The implementation of that plan under national leadership (Global Logistics Cluster, 2021a).

To facilitate implementation and knowledge transfer—and thereby achieve these outcomes—the FBPP provides a comprehensive documentation suite, including a quick start guide and technical frameworks. Its project staffing typically includes an International Preparedness Officer for six months and a National Preparedness Officer for 12 to 18 months, with longer engagement possible depending on implementation progress, country context, and external factors such as elections or other disruptions. This staffing model is supported by regional offices in Bangkok, Johannesburg, and Panama City, and by WFP headquarters in Rome. These outcomes are explicitly embedded within the GLC Strategy 2022–2026 (Global Logistics Cluster, 2021d), which stresses localisation, partnerships,

and evidence-informed preparedness, and within the WFP's CCS policy architecture, which directs capacity investments toward sustainable system performance (Global Logistics Cluster, 2021a).

FBPP country selection framework

FBPP country selection is guided by expert analysis using a framework that combines quantitative indicators and qualitative feasibility assessments including country context, the availability of local implementing partners, and the project team's assessment of the strengths, opportunities, and risks associated with working in specific countries and country offices (Global Logistics Cluster, 2020b).

Within this selection process, three indices described below—the National Ability and Readiness Index (N-ARI), the System Ability and Readiness Index (S-ARI), and the Institutional Ability and Readiness Index (I-ARI)—are the formal pre-engagement instruments used to inform the go/no-go decision, while diagnostic tools such as Capacity Needs Mapping (CNM), Stakeholder Mapping, and the Capacity Outcome Statement are positioned as baseline assessments applied once a country is selected. In practice, however, selection is also shaped by knowledge of country-specific attributes and by insights from earlier diagnostic work including prior CNM-type evidence where available, which weigh alongside the ARI scores. For example, the GLC uses the N-ARI, which assesses hunger, economy, and governance using indicators such as the Human Development Index (HDI) and the Worldwide Governance Indicators (WGI). Based on N-ARI, countries are categorised into four scenarios: *able and ready*, *unable and ready*, *able and not ready*, and *unable and not ready* (Appendix 1).

The FBPP targets countries classified as (*'unable and ready'*), where the full ICS strategy and localisation methodology are applied. Other scenarios receive partial application or no application of the ICS/localisation approach. Complementing N-ARI, the S-ARI evaluates humanitarian supply chain and logistics (HSC&L) capacity, political willingness, and partner engagement across five pathways: (1) HSC&L policy and regulatory environment, (2) HSC&L effectiveness and accountability, (3) strategic

2. At the time of researching and writing this study, the FBPP Theory of Change was undergoing review and updating.

planning and financing for HSC&L, (4) the National HSC&L Preparedness Plan, and (5) the engagement of other actors in HSC&L (Global Logistics Cluster, 2021b, p. 2).

Likewise, the I-ARI assesses organisational capacity at strategic, structural, and financial levels, each rated from 1 (*insufficient resources*) to 5 (*fully and sustainably resourced*). These scores indicate an institution's ability and readiness to lead capacity-strengthening initiatives. Where available, the selection is further complemented by external benchmarks such as the World Bank's Logistics Performance Index (LPI), which provides country-level evidence on customs, infrastructure, tracking, and timeliness and helps situate the ARI indices within the broader logistics environment.

Report objectives and structure

This report pursues two objectives: (1) to identify evidence linking FBPP activities to its intended impact across country cases and (2) to highlight systemic enablers and barriers shaping the FBPP's intended impact, namely enhanced locally owned supply chain coordination for emergency preparedness and response. This section introduces the study and provides background. Section 1 outlines the methodology. Section 2 presents the case study countries. Section 3 presents the key findings. Section 4 provides recommendations, and the last section concludes the report.



1: Methodology

In 2024, the Global Logistics Cluster commissioned a study to research the impact of the FBPP in a selection of case study countries. The following methodology was applied.

1.1 Impact framework and analytical approach

This report assesses the extent to which FBPP contributes to locally owned supply chain coordination for emergency preparedness and response. Guided by the FBPP Theory of Change (ToC), this report identifies evidence linking FBPP activities to progress across success outcomes and then examines the factors that enabled or constrained that progress across cases. To do so, it addresses four questions:

1. To what extent has FBPP supported nationally led coordination of logistics preparedness, including the establishment and functioning of an NLPWG?
2. To what extent has FBPP improved access to and use of accurate logistics information by national stakeholders, including through common information-sharing tools or approaches?
3. To what extent has FBPP enabled coherent operational behaviours and practices—including SOPs, preparedness action plans, and their implementation under national leadership—related to logistics preparedness?
4. What factors enable or constrain FBPP in achieving its intended impact?

1.2 Research design

Given the complex, multi-actor nature of preparedness and localisation, this report uses a multiple-case, qualitative research design (Mayne, 2012; OECD-DAC, 2019). The design combines procedural mapping with semi-structured interviews and archival document analysis.

1.3 Case selection and sampling

The report purposefully selected four case study countries to capture variation in FBPP status (transitioned vs ongoing), context, and implementation feasibility:

- Transitioned to national ownership: Malawi (June 2022), Bhutan (June 2024)
- Ongoing implementation: Peru (initiated in July 2023), Tanzania (initiated in July 2024)

Sampling targeted three respondent groups: WFP/GLC headquarters, WFP country and regional office staff involved in FBPP, and national stakeholders, including government and humanitarian actors engaged in logistics coordination. We used purposive sampling and monitored thematic saturation.

1.4 Data collection methods

Document review

We reviewed archival and current FBPP materials, including concept notes, terms of reference, guidance, donor reports, country action plans, workshop reports, and periodic project updates. Foundational documents—particularly the Institutional Capacity Strengthening (ICS) framework and the FBPP ToC—were used to identify assumptions, outputs, and candidate indicators for each case.

Table 1: Context-Dependent Divergences

Country	Number of documents	Timeframe of document publication
Malawi	140	13.06.2019-15.02.2022
Bhutan	137	20.06.2018-30.06.2024
Peru	175 (majority in Spanish)	24.03.2022-present
Tanzania	109	29.06.2022-present

Additionally, 25 project documents were analysed (1 country selection; 10 ICS; 1 Preparedness Enablers Guide; 6 Ability & Readiness indices; 1 Capacity Needs Mapping; 1 Capacity Outcome Statement; 3 Stakeholder Mapping; 1 ToC; 1 FBPP FAQ). Foundational documents were analysed first to frame a procedural mapping template; this then guided extraction from country materials to build accurate country profiles and to inform interview protocols for WFP/GLC staff and national stakeholders. For more details on desk review, see Appendix 2.

Interviews

Semi-structured interview guides (Kvale & Brinkmann, 2015) were developed for different respondent groups while maintaining a common set of core themes. In total, the report drew on interviews and a small number of focus group and meeting observations across headquarters, regional and country offices, and national stakeholders in the four case countries. A full breakdown of interviews, focus groups, meeting observations, and respondent categories — including all interviewed participants, whether or not directly quoted in the report — is provided in Appendix 3.

1.5 Data analysis

Analysis proceeded in three stages:

- Procedural mapping to reconstruct the sequence of FBPP activities, outputs, and milestones in each case;
- Framework/thematic coding of interviews and documents, using a codebook derived from the ToC and refined through inductive analysis; and
- Triangulation across documents and interviews to assess FBPP's contribution to the intended impact.

Where feasible, the analysis also considered disconfirming evidence and alternative explanations. Further details on coding and triangulation are included in Appendices 2 and 3.



2: Case study countries

From 26 countries where the FBPP has been implemented, four case studies were selected for the study. These four countries—Malawi, Bhutan, Tanzania, and Peru—represent diverse demographic, economic, and hazard profiles across the three regions with active Logistics Cluster localisation and emergency preparedness programmes, providing a robust basis for comparative analysis of FBPP implementation. A brief overview is outlined below, with full descriptions and details available in Appendix 4.

Malawi is a transitioned FBPP country case study in a high-risk setting marked by recurrent cyclones and flooding. It is particularly relevant for assessing whether FBPP results were sustained after transition to national ownership in June 2022.

Bhutan represents a country case study with a limited humanitarian presence and high seismic risk. Having transitioned in June 2024, it provides a useful case for examining how FBPP can support institutionalisation in a predominantly government-led preparedness system.

Peru is an ongoing implementation country case study in a complex operating environment shaped by floods, landslides, earthquakes, institutional instability, and fragmented coordination. It represents an example of a challenging external operating environment where the FBPP has been implemented, due to a period of instability faced in the political and bureaucratic systems relevant to emergency management.

Tanzania is an ongoing implementation country case study with exposure to droughts, floods, and epidemics and with less formalised logistics coordination structures than Malawi. It provides insight into the opportunities and constraints of building nationally-led preparedness from a less institutionalised baseline.

As with all countries where WFP and the Logistics Cluster implement government capacity strengthening programmes, the four country case studies have different national disaster management architectures, responsible government agencies (NDMAs), and mechanisms/processes. This means how the FBPP is implemented differs in each country, as well as the project targets NDMAs responsible for supply chain emergency preparedness and response. The basics of these national disaster management systems are set out below.

- Malawi has formalised a national cluster-based system with the Department of Disaster Management Affairs (DoDMA) as the secretariat and a dedicated National Logistics Cluster led by the Ministry of Transport and Public Works—a concentrated, role-clear architecture that several stakeholders treat as a reference standard in the region.
- Bhutan’s disaster management system is government-led through the Department of Disaster Management and the Ministry of Agriculture and Livestock, with only a limited number of international humanitarian partners operating in country, including a smaller WFP Country Office. These realities limit the extent and scale of internationally-supported emergency preparedness activities.

- Peru’s national disaster risk management system (SINAGERD) framework is led by INDECI under the Ministry of Defence, with humanitarian coordination further mediated through the General Office for International Cooperation and Aid. Accountability for logistics preparedness is therefore more distributed than in the other three cases.
- Tanzania’s Disaster Management Department, housed within the Prime Minister’s Office,

structurally resembles Malawi’s DoDMA-anchored model, though it currently functions with less developed logistics-specific coordination.

These architectural differences—concentration vs distribution of accountability, scale of WFP CO presence, and existence of a dedicated logistics coordination structure—inform the comparative reading of the findings in Section 3.



Tanzania Emergency Preparedness and Logistics Simulation Exercise



3: Findings

This section examines the extent to which FBPP has contributed to its intended impact: locally owned supply chain coordination for emergency preparedness and response. Across the four case countries, the evidence indicates that FBPP made a meaningful contribution, with results varying across contexts, implementation stages, and country conditions.

The following analysis focuses on contribution rather than attribution (ALNAP, 2016; Mayne, 2012), as the FBPP is often implemented alongside other government, WFP/Logistics Cluster and humanitarian programmes and projects. Further, two of the four cases—Malawi and Bhutan—had transitioned at the time of writing, while Peru and Tanzania were still in active implementation. Findings for the ongoing cases therefore describe work in progress rather than final outcomes, and references to them throughout this section should be read accordingly.

Section 3.1 assesses FBPP’s contribution across dimensions aligned with the research questions: nationally led coordination, access to and use of logistics information, and coherent operational behaviours and practices, including preparedness action plans and their implementation under national leadership. Section 3.2 then examines the key enablers and constraints that shaped these results across cases. Together, these findings explain both what FBPP contributed and why contribution differed across settings.

3.1 Key findings on FBPP impact

3.1.1 FBPP strengthened nationally led logistics coordination most clearly in transitioned contexts, with progress continuing to develop in ongoing cases.

In Malawi, stakeholders consistently emphasised that FBPP “brought everyone together,” shifting from fragmented preparedness initiatives to coordinated action under the National Logistics Cluster led by the Ministry of Transport and Public Works (Malawi Interviewee 13, Government; Malawi Interviewee 11, HO). Several stakeholders reported that this mechanism was established and remained active during and after FBPP’s transition (Malawi Interviewee 08, HO; Malawi Interviewee 06, Government; Malawi Interviewee 21, Government), indicating a move from informal to structured, government-anchored coordination with prospects for continued collaboration. This was reinforced by a revised Disaster Management Act (endorsed in 2023)³ that established the National Disaster Risk Management Committee and Technical

3. Malawi: Disaster Risk Management Act (2023), <https://www.preventionweb.net/publication/malawi-disaster-risk-management-act-2023>

Sub-Committee, the office of the Commissioner for Disaster Risk Management, and their respective responsibilities.

In Bhutan, the activation of the Logistics Desk and the National Logistics Preparedness Working Group (NLPWG) convened government, humanitarian, and specialised actors as a “logistics family” (Bhutan Interviewee 48, Government). Compared to pre-FBPP, role awareness improved across humanitarian actors. As one official noted: “Now, we ... know which agency should supply water as a humanitarian [agency]” (Bhutan Interviewee 49, Government). Beyond this baseline role awareness, stakeholders contributed actively to SOP development at national and district levels, and the Logistics Desk has become a working coordination point with other functional desks. Together, these accounts point to stronger convening and clearer role delineation—key intermediate outcomes (Kwateng et al., 2022; Ruesch et al., 2022) on the path to enhanced locally owned supply chain coordination for emergency preparedness and response.

In Tanzania, where implementation is ongoing, the need for stronger nationally led coordination remains. One national stakeholder highlighted “a lot of duplication due to limited coordination” (Tanzania Interviewee 69, Government). Repeated emergency events, including public health and natural hazards, have increased recognition that logistics and supply chain capacity are critical for preparedness and response (Tanzania Interviewee 63, WFP current/former staff; Tanzania Interviewee 67, HO). Stakeholders note that the NLPWG is highly active but not yet sufficiently large and representative; broadening its membership is a focus of continuing FBPP activity, including the August 2025 National SOP Design and SOP Endorsement Workshop (Tanzania Interviewee 67, HO; Tanzania Interviewee 68, Government).

In Peru, where implementation is ongoing, the NLPWG has convened several activities and continues to support follow-on coordination with partners, including on donations management. Its role is still developing and remains less consolidated than in the transitioned cases, reflecting both project-side factors and government-side dynamics covered in Sections 3.2.3 and 3.2.5—notably political-cycle and ministerial-turnover effects on INDECI co-leadership and the difficulty of sustaining broad stakeholder engagement through repeated

leadership changes. Peru’s implementation has also faced a concentrated set of external challenges since project inception—including donor funding disruptions in 2025, OCHA’s departure from the country, and the 2025 defunding of the aid sector—which together shaped what was achievable during the study period; the full chronology is set out in Appendix 4 (Peru).

Interpretation against the impact framework.

Across cases, FBPP’s contribution to nationally led coordination has been strongest where coordination mechanisms have become more clearly government-anchored after transition, mainly evidenced in Malawi, where government policy, structures, and mechanisms have been shaped for uptake of responsibility for supply chain coordination; in Peru and Tanzania, where implementation is ongoing, progress remains meaningful but less institutionalised at this early stage.



Tanzania SOP Development Workshop

3.1.2 FBPP strengthened information-management approaches and, in some contexts, introduced tools to support logistics preparedness and coordination.

In Malawi, the LogIE pilot and information-management workflows improved visibility of access constraints and supported more informed routing during emergencies. Stakeholders reported earlier situational awareness and earlier decisions on infrastructure conditions: “We are able to know in advance the situation of an area ... that the bridges are not in a good condition” (Malawi Interviewee 16, HO; supported by Malawi Interviewee 18, Government). These gains show how information-management tools and workflows can turn operational data into actionable insights when embedded in routine processes. Interview evidence also suggests that these capabilities supported

preparedness and coordination during emergency response, including by improving the speed and quality of information available to decision-makers.

In Bhutan, stakeholders primarily used WhatsApp, email, and meetings for operational information sharing. FBPP's Preparedness Action Plan introduced ESUPS STOCKHOLM as one possible tool to increase visibility of pre-positioned stocks and support more structured information sharing among stakeholders. Stakeholders reported using ESUPS STOCKHOLM after its introduction through FBPP (Bhutan Interviewee 50, Private). However, its broader uptake remained limited after FBPP transition (Bhutan Interviewee 49, Government), which appears to reflect country-specific operational realities as much as follow-up needs. In Bhutan, emergency stock management is centred largely on government food stocks managed through Food Corporation Bhutan Limited (FCBL), reducing the relevance of a wider multi-agency stock-mapping tool for some actors. This suggests that the contribution of FBPP in Bhutan lay more in promoting structured information-management approaches than in securing broad platform adoption.

In Peru, where implementation is ongoing, information-management tools and approaches are identified as a future agenda with strong potential (Peru Interviewee 56, WFP current/former staff), and ESUPS STOCKHOLM-INDECI have held exploratory discussions (Monthly Peru Meeting, April 2025). In Tanzania, also ongoing, WFP current/former staff have not yet raised platforms such as LogIE or ESUPS STOCKHOLM at this stage (Tanzania Interviewee 62, WFP current/former staff). Consistent with their stage of implementation, information-management strengthening in these cases is still developing, with current emphasis on coordination needs and future options rather than on established tool use.

A cross-cutting constraint must be noted regarding information-management tools and approaches. Without cross-agency adoption, their system-level impact remains partial. Effective preparedness requires institutional ownership, user training, and sustained support among government counterparts (Malawi Interviewee 04, Government). At the same time, the relevance and likely uptake of any given tool depend on country context, existing systems, and which actors hold operational responsibility for emergency stocks and logistics information.

Interpretation against the impact framework.

Contribution in this area depended heavily on contextual fit and institutional uptake, with responsibility for the information management (IM) coordination function still under development and ongoing initiatives still identifying the right platforms for both internal supply chain management and external logistics coordination: Malawi shows the clearest evidence of routine operational use, Bhutan more selective strengthening of structured information-sharing, and Peru and Tanzania mainly early-stage exploration.

3.1.3 FBPP advanced more coherent preparedness operational readiness, including the development of logistics SOPs and a national logistics manual.

In Bhutan, stakeholders described strong cross-government engagement during SOP drafting and testing (2023–early 2024). “All the ministries are fully engaged in developing SOPs... all members [are] fully engaged” (Bhutan Interviewee 42, Government). With FBPP support, the Ministry of Agriculture and Livestock led development of the National Logistics Operations Manual (NLOM) and agency-specific SOPs. The process built shared understanding across agencies, laying the foundation for consistent application during future disaster responses.

In Malawi, SOP-related activities were integrated into the Preparedness Action Plan and used during workshops, but formal SOP institutionalisation remained incomplete. Partial institutionalisation contributed to divergent interpretations of roles—some viewed WFP as de facto lead, others as co-lead with stronger national roles in leading coordination (Malawi Interviewee 13, Government; Malawi Interviewee 11, HO; Malawi Interviewee 22, Government; Malawi Interviewee 06, Government; Malawi Interviewee 23, HO). At the same time, Malawi's broader disaster management architecture and the Disaster Risk Management Act 2023 indicate a stronger degree of institutional anchoring for preparedness and coordination than SOP status alone would suggest. The case therefore points to meaningful progress in operational coherence, even if formal SOP development was less advanced than in Bhutan.

In Tanzania, where implementation is ongoing, SOP development is a central priority. The August 2025 national SOP workshop aimed to integrate the NLPWG into the disaster management architecture.

According to a WFP current/former staff member, “The framework for institutionalising the role and work of NLPWG was missing, which is crucial to address, especially if ... funding freeze may pause FBPP” (Tanzania Interviewee 64, WFP current/former staff). To address this gap, WFP current/former staff planned a follow-up validation workshop to review and help national stakeholders formally endorse the draft SOPs (Monthly Tanzania Meeting, 21 August 2025).

In Peru, also ongoing, formal SOPs have not yet been developed, reflecting challenges in establishing the INDECI co-leadership and convening stakeholders. Endorsement of the Preparedness Action Plan is pending, and more communication and outreach are needed (Peru Interviewee 56, WFP current/former staff; Peru Interviewee 57, WFP current/former staff). At the same time, some operational-preparedness activities have started, including the Donations Importation Workshop in Peru, indicating early movement on preparedness practices even before formal SOP development.

Interpretation against the impact framework.

FBPP has most clearly strengthened the building blocks of operational coherence. Formal SOP development is one indicator of this, alongside broader institutional anchoring (e.g. legal frameworks and government structures); on the SOP indicator specifically, progress is uneven across cases, with Bhutan furthest advanced and Tanzania and Peru, both still in active implementation, at earlier stages.

3.1.4 Preparedness Action Plans played a catalytic role by helping identify, prioritise, and coordinate preparedness actions beyond FBPP’s direct funding scope.

FBPP elevated visibility, prioritisation, and coordination of preparedness initiatives, including those funded through other mechanisms. By identifying gaps and structuring priorities through the Preparedness Action Plan, FBPP helped direct donor attention and stakeholder engagement to key investments agreed as priorities by the broader humanitarian supply chain community. This elevation of donor attention only leads to partial (rather than complete) activity implementation of recommendations during the FBPP implementation

period, and sustained donor engagement—particularly for areas of focus outside FBPP’s direct funding scope—remains a priority addressed in Section 4.3.

- In Malawi, stakeholders described how the Preparedness Action Plan helped structure follow-on preparedness work beyond FBPP’s immediate activities, including planning for storage, warehousing, and coordination needs (e.g. the Humanitarian Staging Area) (Malawi Interviewee 01, WFP current/former staff). Malawi also illustrates wider spillover effects: the country’s experience in preparedness coordination informed broader regional learning, including discussion during the January 2024 Southern Africa Preparedness Roundtable and the subsequent establishment of the Southern Africa Regional Logistics Working Group in 2025: “We have worked in a number of trainings for preparedness and disaster management organised by WFP. We also had some partners from outside Malawi just ... to understand how best [we] can work together” (Malawi Interviewee 23, HO). Together, these examples suggest that FBPP-supported planning helped position preparedness priorities for follow-up action beyond the project itself.
- Additionally, Malawi has been confirmed to lead the Southern African Development Community’s Humanitarian and Emergency Operations Centre, a major regional preparedness initiative built in part on Malawi’s FBPP-anchored coordination experience.⁴
- In Bhutan, the Action Plan also helped identify priorities related to coordinated pre-positioning of emergency stocks. A key aim was to establish a more coordinated system for pre-positioned emergency stocks across agencies, reflecting the importance of readiness in a hazard-prone context. Stakeholders noted that some government institutions (e.g. Department of Infrastructure) already started to maintain emergency stock in multiple locations, while wider coordination remains a work in progress (Bhutan Interviewee 40, Government; Bhutan Interviewee 50, Private).

4. World Food Programme (2025, 13 August)

Interpretation against the impact framework.

Across cases, the main value of the Action Plans was catalytic: they helped structure priorities and coordinate follow-on action, even where implementation depended on resources beyond FBPP itself. This finding is best understood as a cross-cutting mechanism that supports the intended impact indirectly, by helping translate preparedness gaps into coordinated priorities for action. At the same time, the evidence is stronger on prioritisation and coordination than on completed downstream implementation; given that Peru and Tanzania are still in active implementation, downstream completion is uneven across contexts and remains a work in progress in the ongoing cases.

3.2 Key findings on enablers and constraints of FBPP

Table 2 summarises the main enablers and constraints examined in this subsection.

Table 2: Overview of key findings on enablers and constraints of FBPP

3.2.1

Country selection shaped both the visibility of FBPP's contribution and the pathways through which results were achieved.

3.2.2

Engagement momentum created windows of opportunity for rapid convening, early outputs, and sustained participation.

3.2.3

Political cycles constrained continuity and should be treated as a material implementation risk.

3.2.4

Skill profiles of implementing staff made implementation harder where staffing did not align with FBPP's facilitation and institutional-development demands.

3.2.5

Government staff turnover disrupted continuity where coordination depended heavily on individual focal points rather than institutional routines.

3.2.6

Transition and post-transition ownership were critical to sustaining FBPP gains beyond the funded phase.

3.2.1 Country selection

Country selection shaped FBPP's potential for demonstrable change and for sustaining impact. Where pre-existing logistics coordination already existed, FBPP's impact appeared less visible because the programme was building on existing structures rather than creating them from scratch. Malawi illustrates this dynamic: the country already had a national cluster system, but FBPP still made an important contribution by strengthening preparedness efforts and helping shape the strategic direction of logistics preparedness following Cyclone Idai in 2019. In this case, prior coordination arrangements reduced the visibility of change, but did not reduce the significance of the support provided. As one stakeholder summarised, countries "selected were not necessarily where need was greatest. [We] had to refocus on where we can achieve outcomes" (Malawi Interviewee 07, HO; supported by Tanzania Interviewee 64, WFP current/former staff; Peru Interviewee 55, WFP current/former staff). This suggests that country selection was shaped not only by need, but also by feasibility and the likelihood of achieving results.

In Tanzania, FBPP began in a context with a clear coordination gap—"Prior to FBPP, Tanzania maintained a health cluster for health-related response, but lacked a logistics cluster structure" (Tanzania Interviewee 69, Government). This created more visible scope for change and for FBPP to catalyse improvements in logistics preparedness (Tanzania Interviewee 62, WFP current/former staff; Tanzania Interviewee 65, WFP current/former staff).

Implication: This finding suggests that country selection shapes both the pathway through which FBPP contributes and the visibility of that contribution. In practice, baseline coordination capacity, feasibility, political will, and prospects for national ownership should be considered together. This consideration already exists within tools such as the Stakeholder Mapping tool and stakeholder classification matrix, but the findings suggest it should be applied explicitly and systematically in both country selection and early project planning.

3.2.2 Engagement momentum

Initiating FBPP in the immediate aftermath of a salient or anticipated emergency created windows of high attention that accelerated stakeholder participation, agreement on priorities, the development of tangible outputs, and sustained

engagement over time. In Malawi, FBPP leveraged momentum and networks established during Cyclone Idai to shift from reactive action to structured preparedness. WFP current/former staff emphasised the objective to “lay the foundation for preparedness and response” (Malawi Interviewee 01, WFP current/former staff).

In Bhutan, lessons from the 2015 Nepal earthquake were an “eye opener”, sharpening awareness of high-impact, low-frequency seismic risks and motivating FBPP’s initiation (Bhutan Interviewee 45, WFP current/former staff). In Tanzania, an imminent climate-related threat provided “a unique opportunity to really run through the whole process of coordinating a meeting to respond to this anticipated disaster”, and FBPP “has grown over time” (Tanzania Interviewee 63, WFP current/former staff; Tanzania Interviewee 65, WFP current/former staff).

Implication: This finding suggests that salient events can create an “attention–results–attention” cycle, in which early momentum supports rapid convening, agreement on priorities, and the production of tangible outputs. Those early results can, in turn, help sustain stakeholder engagement and reinforce progress toward stronger coordination, clearer preparedness practices, and greater ownership.

3.2.3 Political cycles

Political dynamics frequently constrained implementation windows and continuity—particularly because FBPP works directly with government counterparts. In Peru, WFP current/former staff noted that “[Political analysis of the country] is the first thing of a project to know if it is going to work or not” (Peru Interviewee 54, WFP current/former staff). Frequent turnover in government counterparts complicated continuity of engagement, weakened institutional follow-through, and made it harder to sustain co-leadership arrangements over time. In Tanzania, “During the October 2025 national elections, planned activities that required government engagement were temporarily put on hold” (Monthly Tanzania Project / M&E Meeting).

More broadly, political incentives are often more strongly aligned with response than preparedness—as observed in Malawi: There is “much more support for the response than the preparedness” (Malawi Interviewee 10, HO)—which can reduce political commitment to preparedness actions.

Implication: This finding suggests that political cycles and turnover should be treated as material implementation risks. While such disruptions cannot always be predicted or avoided, political-risk-aware planning, flexible sequencing of activities, and joint ownership of key outputs can help preserve continuity when government engagement is interrupted. However, WFP and the Logistics Cluster rarely implement in fully politically stable contexts, where a certain level of risk arises, as with the unprecedented post-election violence in Tanzania.

3.2.4 Skill profile challenges

FBPP implementation was more difficult where the skills required for the project did not fully match traditional logistics profiles. Logistics practitioners accustomed to transactional operations sometimes found FBPP’s programmatic work—facilitation, policy and SOP development, and institutional design—unfamiliar. As one put it, “It gets confusing because, as I said, you find that if there are 10 people involved in these activities, you go to the Logistics Cluster and it’s the same participants in the working group—the same ones I joined in” (Malawi Interviewee 01, WFP current/former staff). This suggests that FBPP requires a broader skill profile than conventional logistics operations alone. In addition to technical logistics knowledge, effective implementation depends on facilitation, stakeholder engagement, institutional design, and the ability to translate preparedness priorities into coordinated processes and tools.

Implication: This finding suggests that FBPP staffing and support models should place greater emphasis on facilitation, change management, and institutional coordination skills alongside logistics expertise, favouring the former in cases where the perfect candidate cannot be identified. Without that broader programme profile, implementation may struggle to move from technical discussion to localisation of supply chain coordination and preparedness practice.

3.2.5 Counterpart staff turnover

Government counterpart staff turnover constrained FBPP implementation and the sustainability of its impact by interrupting continuity and shrinking stakeholder participation; conversely, distributed responsibilities and well-defined SOPs for preparedness coordination mitigated the risk. In Bhutan, stable staffing enabled focused, cohesive FBPP implementation—“Initially, the desk was

reactive, but over time, we have developed strong collaboration, referring to ourselves as the ‘logistics family’” (Bhutan Interviewee 40, Government). However, interviewees indicated that workforce emigration and the departure of stakeholder focal points had weakened continuity and participation, with one respondent noting that this “take[s] a toll” (Bhutan Interviewee 41, HO). Some interviewees also linked this to a decline in active Working Group participation after FBPP’s transition (Bhutan Interviewee 41, HO).

In Peru, leadership changes repeatedly paused momentum: once the “head of” a department changed, “It normally can take a month because this new head is going to check all that work that happened”, creating pauses for initiatives like FBPP (Peru Interviewee 54, WFP current/former staff). By contrast, in Malawi and Tanzania, stakeholders did not identify turnover as a major challenge—suggesting that distributed responsibilities and coordination SOPs among stakeholders can mitigate turnover risks.

Implication: This finding suggests that continuity depends less on individual focal points where institutional routines—such as endorsed SOPs, predictable meeting cadence, and role rosters—are consistently applied in practice rather than depending on ad-hoc facilitation by individual staff. Although these elements are already reflected in the FBPP ICS toolkit, the evidence suggests that their operationalisation remains critical to reducing turnover-related disruption.

3.2.6 Project transition and ownership

Effective transition management is pivotal for sustaining FBPP’s impact. In Bhutan, the FBPP implementation was perceived as effective—“WFP is definitely doing a good job in keeping all the stakeholders together” (Bhutan Interviewee 49, Government)—but after the June 2024 transition to the Department of Disaster Management and the Ministry of Agriculture and Livestock, several stakeholders observed a decline in engagement: “From 2024, especially in 2025, the coordination activities and the frequency have reduced [in comparison to 2021–2023]” (Bhutan Interviewee 41, HO).

One WFP current/former staff reported the transition was perceived to “come suddenly, possibly due to

funding or shifting priorities”, making government buy-in for transition harder (Bhutan Interviewee 43, WFP current/former staff), even though transition is a core feature of the FBPP design and had been communicated throughout implementation. This suggests less a lack of design intent than a gap between programme design, stakeholder expectations, and practical readiness for post-transition ownership. Post-transition support capacity was also constrained by the small Bhutan Country Office, which limited the extent of continued follow-up and convening support after transition, even where minimum coordination functions remained possible.

The case of Malawi presents a contrasting trajectory. One stakeholder noted that government engagement in disaster preparedness was initially more limited, but strengthened over time as a result of FBPP (Malawi Interviewee 16, HO). After the transition, DoDMA appears to have taken clear ownership of preparedness, response, and coordination functions, helping institutionalise preparedness more firmly within government structures (Malawi Interviewee 08, HO; Malawi Interviewee 16, HO), while WFP continued to participate in preparedness meetings and provide technical support (Malawi Interviewee 11, HO; Malawi Interviewee 09, Government). A larger WFP Country Office, related initiatives, and DoDMA’s prioritisation of preparedness helped sustain momentum and reinforce the institutional gains of FBPP.

Reflecting on these experiences, WFP current/former staff in Tanzania are preparing for eventual transition from the outset: “We initiate that FBPP process, and we make sure that the government understands why we are doing what we’re doing. So that when the project exits, the government continues” (Tanzania Interviewee 64, WFP current/former staff).

Implication: This finding suggests that transition is not only a design feature of FBPP, but also a practical test of whether ownership has been sufficiently institutionalised. When transition is signalled early, supported by explicit post-transition accountabilities, and backed by enough follow-up capacity to sustain minimum coordination functions, locally owned coordination is more likely to endure beyond the funded phase. Differences in WFP CO capacity and post-transition support arrangements shaped how far that continuity could be maintained.



Prepositioning Supplies © WFP, Oluwashina Oni

4: Recommendations

The findings outlined above lead to recommendations for three specific groups: national governments, WFP and the Global Logistics Cluster, and donors. No one group can ensure effectiveness and longer-term sustainability of FBPP outcomes, so recommendations are co-dependent and rely on all three groups of actors to continue working together during and after FBPP implementation.

4.1 National government stakeholders

Three overarching recommendations emerge for national government stakeholders involved in FBPP. They focus on strengthening institutionalisation, sustaining implementation through political and staffing changes, and increasing government ownership of preparedness coordination and information-sharing functions.

4.1.1 Preparedness budgeting

National government stakeholders could—within their fiscal constraints—aim to establish budget lines dedicated to preparedness, including supply chain, logistics, and coordination functions. The absence of such budget lines often results in dependence on donor funding, which may be vulnerable to pauses or deprioritisation in favour of more visible response activities. Introducing sustained national allocations could mitigate these disruptions, strengthen national ownership of disaster response, and reinforce the long-term sustainability of FBPP's impact. This does not eliminate the need for donor funding, particularly for logistics infrastructure, but ensures a more stable foundation for preparedness functions post-FBPP transition. To support adoption, WFP and the GLC can complement this recommendation with practical implementation support—for

example, the FBPP already includes dedicated workshops with national finance and disaster-management counterparts on the value proposition of preparedness budgeting, and shareable value-proposition materials that translate FBPP's evidence base into terms relevant to budget owners.

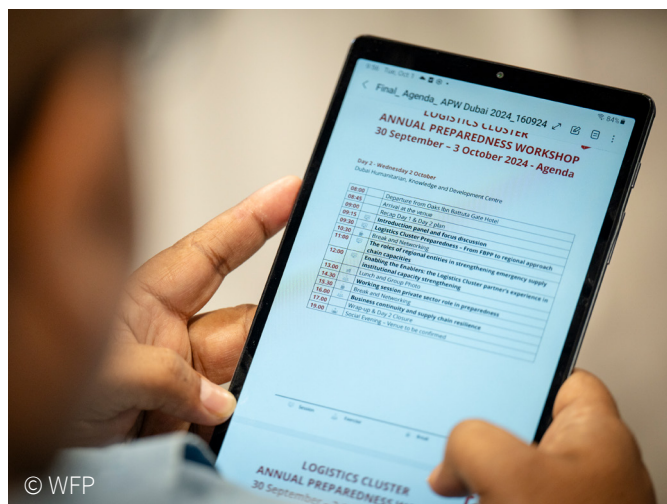
4.1.2 Institutionalising preparedness coordination

Institutionalisation requires transitioning from reliance on individuals to embedding processes within FBPP stakeholder organisations. In this regard, government focal points engaged in FBPP (e.g. via the NLPWG) could systematically brief involved humanitarian actors, ensure follow-up on agreed actions, and strive to integrate decisions taken in coordination meetings into organisational plans. This promotes continuity even when staff turnover occurs.

Government stakeholders could also define designated focal points for preparedness coordination, clarify their responsibilities, and embed these responsibilities within performance management where feasible. Formal, signed commitment between co-leaders—such as the NDMA/NDMO and WFP/GLC—could further strengthen continuity and reduce reliance on informal goodwill alone.

Government stakeholders could also play an active role in developing SOPs and endorsing them as reference procedures for emergency response. Where relevant, this may also include a broader operations manual or equivalent national reference framework. Such institutionalisation reinforces clarity during crises, reduces ad hoc decision-making, and anchors preparedness within national systems.

To support continuity through political and staffing changes, government stakeholders should likewise aim to maintain predictable meeting cadence, role rosters, and documented follow-up responsibilities within nationally led coordination mechanisms. To help bake these practices into routine government operation rather than depending on FBPP-led facilitation, WFP and the GLC can offer structured implementation support—for example, joint onboarding sessions for incoming focal points, shared templates for meeting agendas and follow-up trackers, and periodic check-ins after transition to reinforce continuity. Embedding these practices through repeated, structured use is the mechanism by which government ownership in this administrative form becomes consistently applied.



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4.1.3 Co-ownership of logistics information-sharing approaches

Information-sharing tools and approaches can deliver stronger system-wide benefits when they are actively owned and used by national institutions. Greater involvement of national government stakeholders, particularly national disaster management authorities, in establishing policies that require partner organisations to report into these platforms, could enhance their visibility, interoperability, and

long-term sustainability. Positioning such policies and approaches as nationally supported public goods could shift their perception from project outputs to shared national preparedness functions, helping close adoption gaps among humanitarian actors. Malawi's experience illustrates that such national ownership is feasible: the Department of Disaster Management Affairs (DoDMA) developed its own Commodity Tracking System, which WFP continues to support through refresher training (World Food Programme, 2026). Comparable outcomes elsewhere will depend on each government's existing digital capacity and on the sustained technical support partners can provide.

4.2 WFP (Global Logistics Cluster Preparedness)

Four overarching recommendations emerge for WFP—particularly GLC Preparedness officers and Country Offices. They focus on clarifying FBPP scope and ownership, strengthening transition management, aligning staffing profiles with implementation needs, and adapting country models to context.

4.2.1 FBPP scope, positioning, and stakeholder ownership

WFP could strengthen FBPP implementation by defining more clearly where the project sits institutionally within each Country Office, how it contributes to country-level objectives, and who holds responsibility for delivery. This is particularly important in contexts where preparedness, logistics, and emergency response functions overlap. Clearer internal positioning could reduce ambiguity, strengthen ownership within WFP, and improve continuity during staff changes. Equally important is securing genuine Country Office adoption of FBPP's localisation philosophy and methodology: experience across the four cases suggests that outcomes hinge on whether the Country Office takes ownership of the approach or treats it as a parallel initiative, with resourcing constraints often compounding this dynamic.

Where possible, FBPP should be reflected in the Country Strategic Plan (CSP) or related country planning frameworks, with explicit responsibility assigned to the relevant function—such as the Head of Supply Chain or the unit hosting the project.

At the same time, a shared understanding of FBPP's capacity-strengthening objectives is essential for effective collaboration and sustained ownership. While kick-off workshops play a useful role in introducing FBPP, experience from Tanzania demonstrates that a structured launch initiative contributes to the development and familiarisation of Terms of Reference as a core activity embedded into the FBPP delivery in every new country. Such workshops deepen understanding of FBPP's approach, national capacities and priority areas along with the intended impact, and distinctions from parallel initiatives. Such clarity promotes more aligned stakeholder participation from the outset and reinforces both internal ownership within WFP and engagement across national counterparts.

4.2.2 FBPP transition

WFP should strengthen FBPP's sustainability by further developing the structured transition protocol and guidance for managing transition as a clearly sequenced phase within the project cycle. This should be treated as a core FBPP delivery practice rather than a country-by-country option. A phased transition—gradually increasing the role of government focal points in facilitation, convening, and coordination responsibilities—could help maintain momentum and clarify accountability before the funded phase ends.

Experience from Malawi and Bhutan suggests that transition is more likely to sustain gains when expectations are communicated consistently, minimum follow-up capacity is maintained, and post-transition responsibilities are explicit. This should include coordination functions such as chairing, agenda setting, reporting, and continued support for nationally owned information-sharing approaches where relevant. A regional-level programme developed with region-specific organisations (e.g. ASEAN in the Asia-Pacific, SADC in Southern Africa) is designed to provide additional, regionally owned support in these areas beyond that provided by regional cluster mechanisms.

4.2.3 National preparedness officer profiles and support

The value of national preparedness officers is evident across the country contexts. WFP could increase its

effectiveness if these profiles deliberately combine logistics/supply chain knowledge with facilitation, change management, and institutional design skills. Targeted training could support officers transitioning from purely logistical backgrounds into preparedness roles. WFP could also ensure that existing preparedness and transition tools are used consistently in practice, and that officers are supported to adapt them to country context without losing core implementation discipline.

Equally important is how preparedness officers are positioned and supported within the Country Office. Embedded in the right team with appropriate managerial backing and clear reporting lines, they can help ensure alignment with country priorities and play an explicit role in building Country Office buy-in—linking technical logistics work to broader strategic objectives.

4.2.4 Country selection

WFP applies a structured selection framework using quantitative indicators and qualitative feasibility assessments (e.g. N-ARI, S-ARI, I-ARI). The selection process could be further strengthened by explicitly assessing baseline coordination capacity, the quality of relationships with government stakeholders, and prospects for national ownership.

- In countries with existing coordination mechanisms due to prior preparedness investments, FBPP could be positioned as a capacity-strengthening initiative that builds on existing structures and makes its added value explicit.
- In countries where baseline coordination capacities are weak, FBPP could be planned with sufficient time and implementation support to establish coordination arrangements and build foundational preparedness practices.

Differentiating implementation models in this way could improve fit to context and make expected results more realistic across countries. FBPP duration and success criteria should therefore be adapted to country structure, institutional maturity, and the broader humanitarian operating environment, rather than assuming the same pathway to success in all cases.

4.3 Donor agencies

Two overarching recommendations emerge for donor agencies supporting logistics preparedness through FBPP. They focus on using Preparedness Action Plans as strategic funding references and sustaining institutional gains beyond FBPP transition.

4.3.1 Use Preparedness Action Plans as strategic funding references

The Preparedness Action Plan—jointly developed by stakeholders at FBPP’s outset—is a foundational tool for strengthening national logistics preparedness. Donor agencies could use this plan as a strategic funding guide to prioritise investments, maintain an overview of preparedness gaps, and monitor progress after FBPP transition. Because the plan reflects jointly

identified needs, aligning donor funding with these priorities could reduce fragmentation and reinforce continuity of preparedness initiatives.

4.3.2 Sustain follow-on support for priority actions beyond FBPP scope

For instance, infrastructure development appeared in all four countries’ Action Plans but fell outside FBPP’s scope and requires follow-on support. By using the Action Plan as a medium- to long-term reference, donors could track such unmet needs and mobilise resources to address them, ensuring critical gaps do not remain unresolved once responsibility shifts to national stakeholders. This is particularly relevant for priority actions that depend on follow-on financing, institutional consolidation, or continued technical support after the funded phase of FBPP ends.

Conclusion

This report suggests that FBPP’s distinctive value lies less in delivering stand-alone preparedness outputs than in acting as an institutional catalyst towards system strengthening, resilience, and sustainable localisation.

Across the four cases, the project helped convene actors to coordinate consistently, created shared reference points for preparedness, and translated diffuse preparedness concerns into more structured, nationally led arrangements. Where those functions were absorbed into national routines most clearly, FBPP’s contribution became more visible and more durable.

Where political turnover, weaker institutional anchoring, or earlier implementation stages limited that absorption, the project still generated progress, but in a more fragile form.

The cross-case comparison also shows that sustainability depends on more than the introduction of tools, workshops, or plans. It depends on whether coordination responsibilities are embedded in institutions rather than individuals, whether transition is planned and resourced, and whether Preparedness Action Plans are used to mobilise follow-on support after the funded phase ends. **In this sense, transition is the practical test of FBPP’s localisation model.**

Future success should therefore be judged not only by whether preparedness activities are completed during implementation, but by whether nationally led coordination functions continue after project transition. That is where localisation becomes visible in practice. Continued longitudinal follow-up across country contexts would help clarify whether these institutional gains later translate into faster, more coherent emergency response performance.



Search and Rescue boat leaves the Malawi Humanitarian Staging Area

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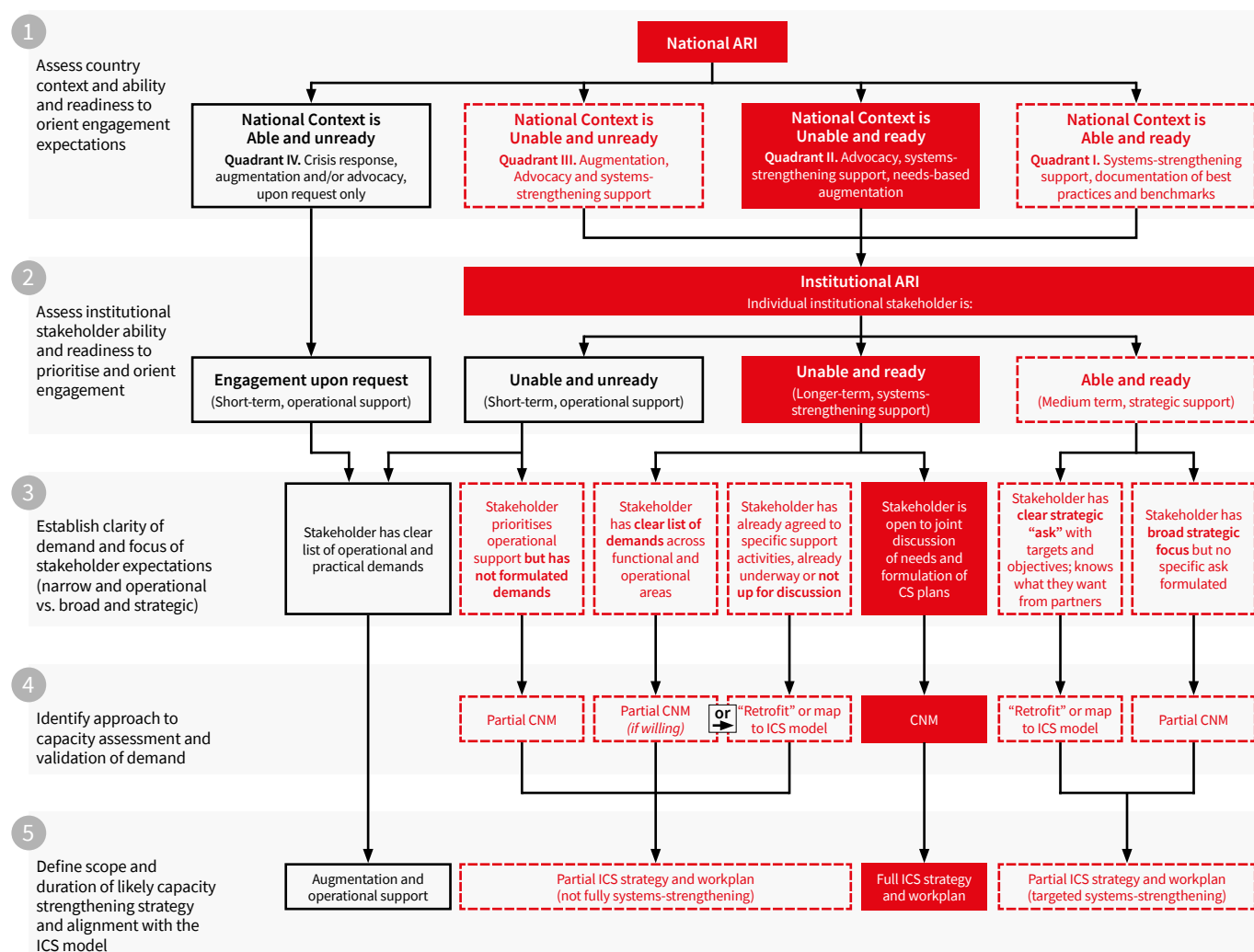
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Appendix

Appendix 1: N-ARI decision tree

Contextual Ability and Readiness: Strategic orientation, feasibility and potential of Capacity Strengthening engagements



LEGEND: IDEALLY, POTENTIAL FBPP COUNTRIES FOLLOW THE RED PATH TO FULLY USE THE ICS STRATEGY AND WORKPLAN AND THEREFORE, FOLLOW FBPP

Appendix 2: Data review

Document review

We reviewed archival and current FBPP materials chronologically and by type (concept notes, ToRs, guidance, donor reports, country action plans, workshop reports, quarterly and monthly updates). Foundational documents—the Institutional Capacity Strengthening (ICS) framework and the FBPP ToC—were used to surface assumptions and candidate indicators for each case.

Additionally, 25 project documents were analysed (1 country selection; 10 ICS; 1 Preparedness Enablers Guide; 6 Ability & Readiness indices; 1 Capacity Needs Mapping; 1 Capacity Outcome Statement; 3 Stakeholder Mapping; 1 ToC; 1 FBPP FAQ). Foundational documents were analysed first to frame a procedural mapping template; this then guided extraction from country materials to build accurate country profiles and to inform interview protocols for WFP/GLC staff and national stakeholders.

Table A1: Overview of document review by case

Country	Number of documents	Timeframe of document publication
Malawi	140	13.06.2019-15.02.2022
Bhutan	137	20.06.2018-30.06.2024
Peru	175 (majority in Spanish)	24.03.2022-present
Tanzania	109	29.06.2022-present

Summary of categories and subcategories of FBPP desk review

Purpose: This appendix outlines the thematic framework used to guide data collection and analysis for the Field-Based Preparedness Project (FBPP). It organises research topics into categories and subcategories—covering inputs, activities, and outcomes—along with guiding questions that informed interviews, observations, and document reviews.

Table A2: Key questions by category

Category	Subcategory	Key questions
Inputs	Stakeholder Mapping	How many HR were allocated? Impact of personnel changes? Role transitions?
	Financial Resources	Funding from kick-off to handover? How much?
	FBPP Materials	Use of official concepts (ICS, ToC)? How applied?
Activities	Kick-off	How initiated? Who was involved?
	Ability & Readiness Assessment	Scope/objectives of FBPP? Institutionalisation?
	Stakeholder Mapping	How were stakeholders identified? Influence on planning? Roles of stakeholders?
	Capacity Needs Mapping (CNM)	How did the actors understand the country's needs? Holistic approach? What was the role of CNM in project design?
	Capacity Outcome Statement	What is the implementing actor's understanding of FBPP and its goal?
	Gaps Analysis Workshop	Does the workshop bring consensus on gaps? Did the workshop influence the project's design?
	Action Plan Development	What is the process? Who was involved, and how?
Continuous activities	Progress awareness/data collection	How was information gathered? Who initiated meetings? How proactive and committed were national stakeholders?
	Dissemination of information and updates	Were relevant stakeholders informed regularly? How were they informed?
	(Soft) Skills Trainings/Workshops	Were capacity building activities used to transfer soft skills?
Second-level activities	Country-Specific Actions	HSA, LogIE, ESUPS, infrastructure gaps, advocacy, response activities, transition and post-FBPP activities
Outcomes	Working Group Preservation	Did the size/composition of the working group change?
	Integration in National Structure	Does the preparedness group turn into response group? Is it integrated into the national disaster management structure?
	Commitment & Integration	How many initial members remained in the group? Continued engagement?
	Continuous implementation	Does the group continuously implement Action Plan items?
	Supply Chain and Preparedness Advocacy	Advocacy? Goals of advocacy? Effectiveness of advocacy measures?
	Hierarchy level	Preparedness at which governmental level?

Appendix 3: Interviews

Semi-structured interview guides (tailored to role; common core themes to maintain comparability) were developed to capture activity-output linkages, impact manifestation, and identification of enablers and constraints of FBPP.

- **WFP Headquarters (GLC):** In February 2025, one focus group (~120 minutes) and three interviews (~60 minutes each) with senior GLC representatives in Rome clarified FBPP impact and aligned interview questions with the ToC. One senior representative was interviewed a second time later in 2025.
- **WFP COs/ROs:** 22 interviews with international and national Preparedness Officers, logisticians, and Regional Support Officers—nine in Malawi, five in Bhutan (April and May 2025), four in Peru, and four in Tanzania (June–July 2025). In Peru and Tanzania, seven internal monitoring and evaluation meetings were observed (Peru n=4; Tanzania n=3, as of October 2025), alongside three additional interviews with Preparedness Officers in Tanzania.
- **National stakeholders:** 48 interviews across Malawi, Bhutan, Tanzania, and Peru with government agencies and humanitarian organisations. Malawi: 29 (17 government; 12 humanitarian) in May 2025. Bhutan: 10 (2 HO, 6 government, 2 private) between April and July 2025. Tanzania: 5 (4 government and 1 humanitarian) in December 2025. Peru: 4 (2 HO, 1 government, 1 academia) in November 2025.

To preserve anonymity, UN/NGO/ICRC/IFRC organisations are coded as “HO” (humanitarian organisation). WFP staff are coded as WFP current/former. Interview quotes are cited as [Country – Interview # – Organisation type]. Insights from monthly updates and focus groups are labelled accordingly.

Note: The table below lists every interviewed participant in the national-stakeholder and WFP/GLC samples. Not every participant is directly quoted in the report. Following established qualitative practice (Lincoln & Guba, 1985; Miles, Huberman & Saldaña, 2020; Yin, 2018), participants not directly quoted contributed to triangulation, theme construction, and analytic saturation; direct quotations represent the most illustrative material for each finding.

Table A3: Interviewee details

Interviewee Number	Country	Organisation
Interviewee 01	Malawi	WFP current/former staff
Interviewee 02	Malawi	HO
Interviewee 03	Malawi	Government
Interviewee 04	Malawi	Government
Interviewee 05	Malawi	Government
Interviewee 06	Malawi	Government
Interviewee 07	Malawi	WFP current/former staff
Interviewee 08	Malawi	Government
Interviewee 09	Malawi	Government
Interviewee 10	Malawi	HO
Interviewee 11	Malawi	HO
Interviewee 12	Malawi	Government
Interviewee 13	Malawi	Government
Interviewee 14	Malawi	HO
Interviewee 15	Malawi	HO
Interviewee 16	Malawi	HO
Interviewee 17	Malawi	Government

Interviewee Number	Country	Organisation
Interviewee 18	Malawi	Government
Interviewee 19	Malawi	HO
Interviewee 20	Malawi	HO
Interviewee 21	Malawi	Government
Interviewee 22	Malawi	Government
Interviewee 23	Malawi	HO
Interviewee 24	Malawi	Government
Interviewee 25	Malawi	WFP current/former staff
Interviewee 26	Malawi	WFP current/former staff
Interviewee 27	Malawi	WFP current/former staff
Interviewee 28	Malawi	WFP current/former staff
Interviewee 29	Malawi	WFP current/former staff
Interviewee 30	Malawi	WFP current/former staff
Interviewee 31	Malawi	WFP current/former staff
Interviewee 32	Malawi	Government
Interviewee 33	Malawi	Government
Interviewee 34	Malawi	Government
Interviewee 35	Malawi	HO
Interviewee 36	Malawi	Government
Interviewee 37	Malawi	HO
Interviewee 38	Malawi	HO
Interviewee 39	Bhutan	HO
Interviewee 40	Bhutan	Government
Interviewee 41	Bhutan	HO
Interviewee 42	Bhutan	Government
Interviewee 43	Bhutan	WFP current/former staff
Interviewee 44	Bhutan	Government
Interviewee 45	Bhutan	WFP current/former staff
Interviewee 46	Bhutan	Private
Interviewee 47	Bhutan	Government
Interviewee 48	Bhutan	Government
Interviewee 49	Bhutan	Government
Interviewee 50	Bhutan	Private
Interviewee 51	Bhutan	WFP current/former staff
Interviewee 52	Bhutan	WFP current/former staff
Interviewee 53	Bhutan	WFP current/former staff
Interviewee 54	Peru	WFP current/former staff
Interviewee 55	Peru	WFP current/former staff
Interviewee 56	Peru	WFP current/former staff
Interviewee 57	Peru	WFP current/former staff
Interviewee 58	Peru	Academia

Interviewee Number	Country	Organisation
Interviewee 59	Peru	HO
Interviewee 60	Peru	HO
Interviewee 61	Peru	Government
Interviewee 62	Tanzania	WFP current/former staff
Interviewee 63	Tanzania	WFP current/former staff
Interviewee 64	Tanzania	WFP current/former staff
Interviewee 65	Tanzania	WFP current/former staff
Interviewee 66	Tanzania	Government
Interviewee 67	Tanzania	HO
Interviewee 68	Tanzania	Government
Interviewee 69	Tanzania	Government
Interviewee 70	Tanzania	Government

Reliability and ethical considerations

We strengthened the reliability of findings through source triangulation across documents, interviews, and meeting observations, and by sharing factual points with relevant GLC and FBPP teams for verification.

All interview participants provided informed consent; participation was voluntary, and identifying details were removed or coded to protect anonymity. We followed a ‘do no harm’ approach, particularly in politically or institutionally sensitive contexts.

The findings remain subject to several limitations, including uneven documentation across cases, possible recall and courtesy bias in interviews, differences in FBPP maturity across countries, and language or translation constraints. These limitations were mitigated through triangulation, attention to divergent perspectives, and structured interview protocols, but they cannot be fully eliminated.

Interview question framework and catalogue

Purpose: To guide interviews for assessing FBPP impact across different stakeholder profiles. Questions were tailored to roles and responsibilities, focusing on preparation, coordination, communication, integration, and implementation.

Table A4: Themes and sample questions per profile

Profile	Themes and sample questions
National preparedness officer	Sense-making: How was the preparation process for FBPP? Which documents were most useful for preparation? Communication: Were Quarterly Updates shared with stakeholders? Who was informed? Coordination: Was a Preparedness Working Group established? What was the status before FBPP? Action Plan: How was the FBPP Action Plan developed and endorsed? Implementation: How many Action Plan items were fully implemented? Was every item implemented, and if not, why? Activities: Did you transfer any soft skills (e.g. negotiation)? What country-specific activities required explanation?
International preparedness officer	Sense-making: How was the preparation process for FBPP? Which documents were most useful for preparation? FBPP Assessment: What FBPP approach was used and why? How did you use the Ability and Readiness Index? Communication: Were Quarterly Updates shared with stakeholders? Who was informed? Coordination: Was a Preparedness Working Group established? What was the status before FBPP? Action Plan: How were tasks allocated during operationalisation? Implementation: How many Action Plan items were fully implemented? Was every item implemented, and if not, why? Activities: Did you transfer any soft skills (e.g. negotiation)? What country-specific activities required explanation?
Country officer	FBPP Assessment: What approach was adopted and why? How did you use the Ability and Readiness Index? Integration: How does WFP's CSP reflect FBPP Action Plan items? Constraints: How do you address the lack of a natural line ministry? How is it ensured that governmental factors like elections do not influence the preparedness process? Action Plan: Were any items integrated into national disaster plans? Use: Were Action Plan items applied in subsequent responses?
National stakeholders	Coordination: How does the Working Group function during disasters? Integration: How often does the Working Group meet outside emergencies? Who is included? How do you communicate? Sustainability: Were new positions or budgets created post-FBPP? Were there any resources assigned to preparedness after FBPP ended? Action Plan: Is the FBPP Action Plan still useful, and how do you use it? Advocacy: How was the process for developing new resource policies?

Appendix 4: Case study countries

The four case study countries—Malawi, Bhutan, Tanzania, and Peru—represent diverse demographic, economic, and hazard profiles, providing a robust basis for comparative analysis of FBPP implementation. This diversity enables exploring how contextual factors such as population size, fiscal capacity, and hazard exposure influence prospects for national logistics preparedness.

For example, Tanzania has the largest population (~70 million), while Peru has the highest GDP (USD 289.2 billion), indicating greater fiscal capacity compared to Malawi (USD 11 billion) and Bhutan (USD 2.9 billion). Bhutan, with fewer than one million inhabitants, is the smallest in both population and economic size.

All four countries face multi-hazard environments, though risk profiles differ. Malawi is highly exposed to tropical cyclones (e.g. Idai, Freddy). Bhutan faces significant seismic risk, with experts warning of an overdue earthquake. Tanzania and Peru share high exposure to epidemics (cholera, MPOX, COVID-19) alongside geophysical hazards. El Niño Southern Oscillation (ENSO) events affect all except Bhutan, with region-specific impacts. In Southern Africa (Malawi), El Niño amplifies flooding and rainfall. In Eastern Africa (Tanzania), it intensifies drought. In Peru, it drives flooding and landslides.

Table A5: Background information about case study countries

	Malawi	Bhutan	Tanzania	Peru
Population⁵	23 million	< 1 million	70 million	34 million
GDP (USD)⁶	11.01 billion	2.9 billion	78.78 billion	289.2 billion
(Natural) disaster types⁷	• Cyclone • Drought • Earthquake • Epidemics • Flooding • Insect Infestation • Mudslide • Climate Change Induced Disasters	• Earthquake • Epidemics • Extreme Temperatures • Flooding • Insect Infestation • Mudslide • Wildfires • High Winds • Climate Change Induced Disasters	• Drought • Earthquake • Epidemics • Extreme Temperatures • Flooding • Insect Infestation • Mudslide • Volcanic Eruptions • Wildfires • Climate Change Induced Disasters	• Drought • Earthquake • Epidemics • Extreme Temperatures • Flooding • Insect Infestation • Mudslide • High Waves • Wildfires • High Winds • Climate Change Induced Disasters

Malawi: Context and FBPP implementation

Country profile

Malawi is a landlocked country in Southern Africa. WFP has maintained an in-country presence in Lilongwe since 1965, enabling long-standing operational relationships with government counterparts. The population faces recurrent, overlapping disasters, most prominently tropical cyclones and associated flooding, infrastructure damage, and public health emergencies. Rural communities are highly affected by climate change, with droughts and severe flooding increasing in frequency and unpredictability (Global Logistics Cluster, 2020a). These trends underscore the importance of sustained investments in nationally led logistics coordination and emergency preparedness and response.

5. World Population Review (2025)

6. World Bank (2024)

7. Global Logistics Cluster (2025a, 2025c, 2025d, 2025e)

Disaster management architecture

Malawi's disaster management system follows a cluster approach with representation at national and district levels, reflecting subnational risk differentials—especially in southern districts exposed to cyclones, floods, drought, and El Niño effects. At the top sit the Cabinet and the National Committee; the Department of Disaster Management Affairs (DoDMA) serves as secretariat and coordinates technical subcommittees (national clusters). At the district level, Disaster Risk Management Committees mirror the national structure, with DoDMA represented locally by Disaster Risk Management Officers (DRMOs). Community information flows from district-level clusters to DRMOs and onward to the National Emergency Operations Centre (NEOC) at DoDMA headquarters in Lilongwe.

Malawi mirrored the UN cluster approach in 2009 as part of its shift from disaster response to disaster risk management: “This approach was adopted in 2009 and this was the time when the country was moving from disaster response to disaster risk management”, described Malawi Interviewee 03, Government, and confirmed again by Malawi Interviewee 04, Government. Eleven national clusters operate nationally, each government-led and co-led by a humanitarian organisation. The National Logistics Cluster is led by the Ministry of Transport and Public Works (MoTPW) and co-led by WFP.

The FBPP implementation

The FBPP was introduced at a National Logistics Cluster meeting in September 2019, and the project activities began before the formal codification of the ICS framework and ToC. The GLC localisation methodology has now standardised this process across other countries in which the FBPP was implemented. Staffing of the FBPP included an International Preparedness Officer (IPO) from September 2019, supported by a Regional Preparedness Officer, and a National Preparedness Officer (NPO) from December 2019. A second IPO served from March 2020 until June 2022, after which the NPO transitioned to a Supply Chain Officer role under WFP structures; Yet, the NPO remained under the same ToR, showing the importance and the continuous interest of the country bureau to continuously invest in preparedness.

Table A6: FBPP staff structure in Malawi

Time	Activity	Position	Comment
September 2019	<i>FBPP initiation</i>		
September 2019	Start	First International Preparedness Officer (Consultant)	Position title: Field Preparedness Officer Supported by Regional Preparedness Officer
December 2019	Start	National Preparedness Officer	
January 2020	Exit	First International Preparedness Officer (Consultant)	Position title: Field Preparedness Officer
March 2020	Start	Second International Preparedness Officer (Consultant)	Position title: Emergency Preparedness Officer
June 2022	Exit	Second International Preparedness Officer (Consultant)	Position title: Emergency Preparedness Officer
June 2022	<i>FBPP transition to national ownership</i>		
June 2022	Start	Supply Chain Officer	Former National Preparedness Officer transitioned into the national position of Supply Chain Emergency Preparedness and Response Officer
September 2025	Exit	Supply Chain Officer	

Chronology of key FBPP activities

Startup and mobilisation (September–November 2019): Outreach was initiated on 13 September 2019 to update stakeholder lists and prepare a Logistics Working Group (LWG) session. On 26 September 2019, the LWG introduced FBPP objectives and modalities regarding preparedness efforts. 39 organisations contributed to an initial mapping of logistics capacities and to preparations for a gaps analysis.

Gaps Analysis Workshop (November 2019): 37 participants identified logistics preparedness gaps and drafted a five-year Preparedness Action Plan, prioritising transport, storage/Humanitarian Staging Area (HSA), and coordination/information management (e.g. customs, regional agreements, engagement with the private sector and academia, information management tools).

GLC Preparedness Workshop (November 2019–March 2020): This workshop confirmed FBPP alignment with national strategies, endorsed Ministry of Transport and Public Works (MoTPW) leadership of the National Logistics Cluster; completed Logistics Preparedness Roadmap and stakeholder mapping in December 2019; endorsed Preparedness Action Plan in March 2020.

Technical Processes and Tool Rollout (2020–2021): Technical Working Group met in November 2020, LogIE pilot launched in December 2020; training to improve information sharing and accessibility mapping conducted in April 2021; Preparedness Action Plan and Logistics Capacity Assessment updated in December 2021 (World Food Programme, 2021). COVID-19 restrictions required adaptive engagement.

Bhutan: Context and FBPP implementation

Country profile

Bhutan is a Himalayan country between India and China, characterised by high-altitude terrain and increasing climate variability. These conditions create diverse disaster profiles across its 20 districts: landslides dominate in the south and east, while forest fires occur in the west during winter. The most significant hazard, however, is seismic risk. Bhutan lies in one of the world's most active earthquake zones (Global Logistics Cluster, 2022), and experts warn of an overdue major earthquake. From January to March 2025, 136 earthquakes were recorded, including one of magnitude 7.1 (Global Logistics Cluster, 2025a). This persistent risk shapes national infrastructure policies, such as restrictions on high-rise buildings, and drives government prioritisation of worst-case scenario planning.

Disaster management architecture

Bhutan's humanitarian presence is limited due to its small size, with WFP operating a minimal Country Office of 11 staff. The Department of Disaster Management (DDM) leads the development of a preparedness framework nationally (e.g. mapping out roles and responsibilities, pre-disaster agreements, and community evacuation sites). At the district level, Dzongkhag Disaster Management Committees oversee planning and coordination, supported by Gewog (block) committees for grassroots mobilisation and early warning dissemination.

In Bhutan, the Logistics Desk—chaired by the Ministry of Agriculture and Livestock (MoAL)—coordinates supply chains, transportation, and resource allocation under the National Incident Command System. The Logistics Desk, established in 2019, initially operated reactively and later evolved into a proactive coordination body, referred to by members as the “logistics family”. It comprises 21 organisations (Global Logistics Cluster, 2024). The National Logistics Preparedness Working Group (NLPWG) integrates this desk with broader stakeholders such as NGOs and private companies. The Logistics Desk also works closely with other functional desk teams such as Communication, Medical, Search & Rescue, and Shelter & Relief to ensure coordinated response efforts.

The FBPP implementation

The FBPP was launched in February 2021 (Global Logistics Cluster, 2025f). Despite COVID-19 restrictions, an inception workshop in August 2021 convened 25 agencies over two days, including national stakeholders (e.g. government ministries), WFP, and private sector actors, to establish the NLPWG. Engagement in the FBPP was strong, with stakeholders actively contributing to SOP development at national and district levels.

Table A7: FBPP staff structure in Bhutan

Time	Activity	Position	Comment
February 2021	<i>FBPP initiation</i>		
February 2021	Start	International Preparedness Officer (Consultant)	
April 2022	Start	National Preparedness Officer	Initially was planned to start by November 2021
June 2022	Ongoing	Supply Chain Officer	Former National Preparedness Officer transitioned into the position as Supply Chain Officer
December 2022	Exit	International Preparedness Officer (Consultant)	
June 2024	<i>FBPP transition to national ownership</i>		

Chronology of key FBPP activities

Startup and Mobilisation (February–August 2021): Inception workshop established NLPWG and reviewed disaster management policies aimed at strengthening national logistics preparedness capacity.

Gaps Analysis Workshop (October 2021): This workshop identified logistics preparedness gaps and produced a five-year Action Plan; it expanded the Working Group membership beyond government agencies.

Regional Humanitarian Supply Chain and Logistics Management Workshop (October–December 2022): It conducted learning needs assessment via regional workshops; finalised district-level action plans, and collected data for Logistics Capacity Assessment.

SOP and Manual Development (2023–2024): The Ministry of Agriculture and Livestock led the development of the National Logistics Operations Manual (NLOM); agency-specific SOPs finalised in early 2024.

Peru: Context and FBPP implementation

Country profile

Peru is a geographically diverse country in South America, with tropical lowlands, arid coastal zones, and high-altitude Andes. Seasonal hazards—especially El Niño-driven rains from January to March—trigger widespread flooding, landslides, and infrastructure damage across all 24 departments. Earthquakes and epidemics, such as dengue fever, further strain public health and logistics systems. Despite these recurring emergencies, Peru’s logistics preparedness remains limited due to outdated infrastructure, institutional instability, and underinvestment from government and humanitarian actors.

Disaster management architecture

Peru’s disaster preparedness and response system is led by the National Institute of Civil Defence (INDECI), a public body under the Ministry of Defence. INDECI oversees emergency coordination, damage assessment, and humanitarian assistance, working closely with regional and local governments to ensure a timely and effective response. It also formulates national preparedness strategies and conducts readiness activities to mitigate disaster impacts. INDECI plays a central role in the Reactive Management component of Peru’s Disaster Risk Management (DRM) framework, which includes immediate post-disaster actions and pre-impact mobilisation to safeguard lives, property, and livelihoods.

The General Office for International Cooperation and Aid within INDECI fosters strategic partnerships across national and international actors, including UN agencies, foreign cooperation institutions, NGOs, and the private and academic sectors. Peru’s humanitarian landscape is shaped by deep social inequalities, with vulnerable populations on the coast, in the Andes, and in rural areas, disproportionately exposed to hazards such as earthquakes, tsunamis, frosts, and landslides. To address these challenges, Peru established the National Platform for Disaster Risk Reduction and enacted Law No. 29664 in 2011, creating the National Disaster Risk Management System (SINAGERD). This system is governed by the Presidency of the Council of Ministers and coordinated through the National Council for Disaster Risk Management, with INDECI and CENEPRED as key implementing agencies. The Coordinator of Foreign Entities for International Cooperation (COEECI), a network of 48 international organisations, serves as a liaison between the Peruvian state and development partners, enhancing coordination across the DRM cycle.

The FBPP implementation

The concept of Logistics Preparedness was initially introduced in Peru through a Logistics Cluster Induction Training in March 2021, followed by a scoping mission made by WFP Regional Office staff in 2022. An agreement was later achieved with WFP Peru to start working on logistics preparedness in the country. A first work plan was developed by WFP Peru, but it became clear that an international expert was needed to lead the project. WFP Peru clarified stakeholder roles using a Stakeholder Mapping tool that distinguished leadership, technical, and observer functions, ensuring a more tailored engagement approach. In parallel, WFP Peru decided to move the future project from the Emergency Preparedness and Response (EPR) unit to the new Supply Chain Unit, created in Peru in October 2022. To support the project implementation, an International Preparedness Officer was hired and deployed from June 2023 to May 2024, followed by a National Preparedness Officer, who started in July 2024.

Since its inception, FBPP in Peru has faced several challenges. These include difficulties in establishing joint leadership between the National Institute of Civil Defence (INDECI) as the NDMO and WFP, persistent political challenges, exceptionally high turnover in key ministries, funding disruptions in 2025, and internal role/responsibility uncertainties within the implementer’s Country Office. Despite these obstacles, the initiative advanced through key preparedness steps, including the gap analysis, stakeholder mapping, and the development of the Action Plan, which was formally presented to the Logistics Working Group in late 2024. Coordination activities continue under WFP and INDECI leadership, supported by regional partners and strategic allies such as AMECOMEX (Asociación de Mujeres Especialistas en Comercio Exterior) and CÁRITAS.

Table A8: FBPP staff structure in Peru

Time	Activity	Position	Comment
March 2022	FBPP approval in Peru		Project approval after scoping mission; start discussions on work plan, roles and budget
June 2023	Start	International Consultant	
July 2023	FBPP initiation		
May 2024	Exit	International Consultant	
July 2024	Start	National Officer	Ongoing

Chronology of key FBPP activities

Initial Project Approval (March 2022): The project was approved after a scoping mission to identify country-specific needs. By that time, discussions about the work plan, roles, and budget started.

Project kick-off (July 2023): The project officially started, and the National Logistics Preparedness Working Group was officially launched in December 2023.

Action Plan Development (August–November 2024): After establishing a network of partners and interested stakeholders of (inter)national NGOs, UN organisations, private companies, academia, and governmental organisations, a roadmap was designed by analysing gaps, interviewing several stakeholders, and consolidating inputs from various sources; key actions were prioritised, published, and shared with partners, who committed to implementation. This activity faced important delays due to HR changes in the FBPP.

Stakeholder Expansion (November 2024–ongoing): New actors with logistics profiles were identified and integrated into the NLPWG, broadening the group’s operational reach. Structural changes in the relationship between the humanitarian sector and governmental entities after OCHA’s departure in December 2024.

Implementation of activities (Nov 2024–ongoing): workshops led jointly with key partners in this new environment (Customs authorities, Cáritas, AMECOMEX, Ministry of Transport and Communications - MTC, etc.) towards addressing the main priorities identified in the Action Plan. Partners' preparedness initiatives and platforms were evaluated to determine whether and how they could be leveraged and promoted in Peru (ESUPS, IMPACCT, LogIE, UNICEF Maturity models, etc).

Communication Channels Setup (December 2024–ongoing): WhatsApp and Teams groups were launched, and the Logistics Cluster website is regularly updated to facilitate coordination and information sharing.

Tanzania: Context and FBPP implementation

Country profile

Tanzania is the largest country in East Africa within the African Great Lakes region, bordered by eight nations and the Indian Ocean, with Mount Kilimanjaro rising in its northeast. WFP has maintained a presence in the country for decades, supporting logistics and humanitarian operations. The population of roughly 70 million faces recurring natural hazards, including droughts, floods, and epidemics such as cholera and COVID-19. Droughts are particularly severe in regions like Dodoma and Manyara, affecting agriculture and hydropower production. Earthquakes, though less frequent, pose risks in the East African Rift System. These overlapping vulnerabilities, compounded by poverty and malnutrition, highlight the critical need for sustained investment in logistics preparedness and disaster risk reduction across Tanzania’s diverse terrain.

Disaster management architecture

Tanzania’s disaster management system is coordinated by the Disaster Management Department (DMD) under the Prime Minister’s Office, with national-level leadership supported by regional and district authorities. The system reflects Tanzania’s geographic and hazard diversity, with droughts, floods, and epidemics affecting different regions—particularly Dodoma, Manyara, and coastal areas. The DMD oversees preparedness, response, and recovery efforts, supported by technical ministries and local government structures. Coordination mechanisms exist across sectors, with logistics support often facilitated by WFP and other humanitarian actors. The country’s exposure to seasonal flooding, seismic activity in the East African Rift, and recurring cholera outbreaks underscores the need for robust, decentralised disaster coordination and logistics capacity.

The FBPP implementation

FBPP was introduced during a national inception workshop held on 8 July 2024 in Dar es Salaam, where 31 participants from government, NGOs, and UN agencies convened to launch preparedness efforts. The Tanzania Logistics Cluster website was launched concurrently to support coordination and information sharing. Project activities began with the development and piloting of a standardised emergency warehouse assessment tool, followed by a multisectoral workshop in Morogoro in October 2024. A regional support mission by the Global Logistics Cluster in December 2024 provided technical assistance and facilitated knowledge exchange, including a visit to the newly established Tanzania Situation Room. Staffing of the FBPP included technical support from regional GLC team and national stakeholders, culminating in a February 2025 workshop to draft the Terms of Reference for the National Logistics Preparedness Working

Group (NLPWG). Continued bilateral engagement with the private sector and humanitarian actors led to the planned validation of the NLPWG ToR in July 2025 and the development of a multisectoral SOP in August 2025. Coordination and information management functions were maintained through NLPWG meetings, with expanded stakeholder participation and improved access to logistics data.

Table A9: FBPP staff structure in Tanzania

Time	Activity	Position	Comment
March 2024	Start	Regional Information Management Officer	Ongoing
April 2024	Start	International Preparedness Officer	
July 2024	<i>FBPP initiation</i>		
August 2024	Exit	International Preparedness Officer	
July 2024	Start	National Preparedness Officer	Ongoing; onboarding was delayed

Chronology of key FBPP activities

Startup and Mobilisation (July 2024): The FBPP was launched during an inception workshop in Dar es Salaam on 8 July 2024, with 31 participants representing government (44%), NGOs (33%), and UN agencies (23%). The Tanzania section on the Logistics Cluster webpage was also launched to support coordination and information sharing.

Warehouse Assessment and Tool Development (July–October 2024): Strategic emergency warehouse assessments began, covering six non-food and three food commodity warehouses. A standardised assessment tool was developed, tested, and piloted during a multisectoral workshop in Morogoro in October, attended by key stakeholders including the DMD, TRCS, and Fire and Rescue Department.

Regional Support Mission (December 2024): The GLC regional team conducted a technical support mission to Tanzania, facilitating knowledge transfer and stakeholder engagement. The visit included meetings at the newly established Tanzania Situation Room and exchanges on coordination best practices.

Technical Workshop and ToR Development (February 2025): A workshop in Morogoro convened 12 participants from DMD, TRCS, academia, local government, and UN agencies to draft the Terms of Reference for the National Logistics Technical Working Group (NLTWG) and refine strategic priorities.

Stakeholder Engagement and SOP Planning (March–August 2025): Bilateral engagement expanded to include private sector actors, with joint planning for the validation of the NLPWG ToR in July and development of a multisectoral SOP in August.

Coordination and Information Management (Ongoing): NLPWG meetings maintained coordination functions, expanded the mailing list, and facilitated access to logistics information such as vendor lists and supplier recommendations.

Appendix 5: FBPP countries

Table A10: List of FBPP countries

#	Country
1.	Bangladesh
2.	Bhutan
3.	Cambodia
4.	Colombia
5.	Ecuador
6.	Fiji
7.	Guinea
8.	Guatemala
9.	Haiti
10.	Honduras
11.	Iraq
12.	Kenya
13.	Lao PDR
14.	Madagascar
15.	Malawi
16.	Mozambique
17.	Nepal
18.	Pacific Region
19.	Peru
20.	Philippines
21.	Sierra Leone
22.	South Sudan
23.	Tanzania
24.	Tajikistan
25.	Timor-Leste
26.	Zimbabwe

Kühne Logistics University gGmbH

Grosser Grasbrook 17
20457 Hamburg
Germany
www.klu.org



KÜHNE
LOGISTICS
UNIVERSITY

HELP Logistics AG

Dorfstrasse 50
8834 Schindellegi
Switzerland
www.help-logistics.org

