



## WFP Somalia and Kenya

### SPECIAL OPERATION SO 200924

Country:	Somalia and Kenya
Type of project:	Special Operation
Title:	Provision of Humanitarian Air Services in Somalia and Kenya
Total cost (US\$):	<b>USD 60,850,071</b>
Duration:	(Twenty-four months) 01 January 2016 - 31 December 2017

#### Executive Summary

The Special Operation (SO) has been prepared to ensure the continued provision of safe and reliable air transport services to the humanitarian community in Somalia and Kenya for a two-year period from January 2016 to December 2017.

From 01 July 2007 to 31 December 2015, air services were implemented through two successive operations – SO 106810 and SO 200507 – first as a single country service with activities in Somalia only, and from 2013, activities were formally extended into Kenya in line with the shifting humanitarian needs.

After more than two decades of violence and political instability, Somalia is on a positive trajectory with improvements in socio-economic indicators and an encouraging shift in engagements with international partners. This promising trend is however taking place against a backdrop of a precarious humanitarian and security situation as well as amid chronic vulnerabilities that arise from the continued violence and extremely low level of social and economic development.

The situation in Somalia has led to large-scale displacement forcing many Somalis to flee mainly to neighbouring Kenya in search of refuge. This has resulted in a significant growth in refugee numbers in the country and consequently an increased aid organization travel requirement to the various refugee camps in the northern parts of Kenya.

Due to the fluid security situation air access is a necessity in both Somalia and Kenya and the United Nations Humanitarian Air Service (UNHAS) facilitates access to key locations in both countries thereby supporting life-saving relief programmes. In 2015, air services under SO 200507 have assisted 137 humanitarian organizations operating in Somalia and Kenya.

The Special Operation is required for the duration of 24 months, from 1 January 2016 to 31 December 2017, at a total cost of **USD 60,850,071**. UNHAS plans to continue to cover 60 percent of the funding requirements from cost-recovery from ticket sales, with the remaining 40 percent coming from donor contributions. Full cost recovery will be applied to special flights.

The project activities will constantly be reviewed and required changes processed through budget revisions.

#### Project Background

1. A WFP-managed common air service has been present in Somalia since 2007, and for the first five years activities were implemented through a single country operation. In 2013, a two-year successor operation was launched which formally established humanitarian air services in support of relief operations for both Somalia and Kenya in line with the evolving humanitarian context.
2. Somalia's humanitarian situation remains fragile. Almost half the population, around 3.2 million people, is vulnerable to external shocks and lacks access to basic goods and services, with an estimated 1.5 million people living in seven regions affected by the Somalia–African Union military offensive<sup>1</sup>. The country is facing significant challenges with persistently high malnutrition rates<sup>2</sup>. However, insecurity and bureaucratic impediments hinder humanitarian access. Surface travel in most parts of Central and Southern Zone can only be undertaken with armed guards and newly accessible areas, where the Federal Government has established control and administration, are limited to main towns, creating “urban islands” that are exclusively reachable by air. Sustainable local services that could possibly replace UNHAS do not exist.
3. Meanwhile, the protracted conflict, consecutive years of drought, and disruption of basic infrastructure have led to large-scale displacement beyond Somalia's borders, mainly into Kenya. The country's refugee population is now among the largest in Africa, with nearly 600,000 refugees as of September 2015<sup>3</sup>. The majority have fled fighting in Somalia and a good number have escaped the conflict in South Sudan, and have been living in camps for several years.
4. Kenya has recently witnessed cross-border terror attacks and security in Dadaab Refugee Camp and along the border with Somalia is volatile, with frequent incidents and implications for the safety of aid workers. Humanitarian access is constrained in the northern, eastern, and coastal regions due to the threat of violence. Hilly terrain and poor road infrastructure increase insecurity and inaccessibility in some regions. As of August 2015, 33 security incidents involving NGOs in Kenya had been reported, including one fatality, one abduction, and six injuries<sup>4</sup>. Aid organizations rely heavily on UNHAS to access project sites.

## **Project Justification**

5. The need for continued air services in Somalia and Kenya remains high. As of October 2015, UNHAS had transported 32,000 passengers and moved more than 250 mt of urgently required cargo for 137\* organizations, mostly NGOs working in Somalia and Kenya. Between January and October 2015 the service had performed 38 medical evacuations out of various locations in the two countries. Following the offensive by the African Union Mission in Somalia (AMISOM) and Government Forces, more areas in southern and central Somalia have become accessible to

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<sup>1</sup> ACAPS, Global Emergency Overview, Snapshot 21–27 October 2015, p. 24-25.

<sup>2</sup> Food Security and Nutrition Analysis Unit (FSNAU) for Somalia.

<sup>3</sup> United Nations High Commissioner for Refugees Country Statistics, September 2015.

<sup>4</sup> International NGO Safety Organization, Overview, August 2015.

\* As of October 2015, UNHAS was providing services to 128 aid organizations in Somalia and 45 humanitarian entities in Kenya. The same user organization may have used UNHAS in both Somalia and Kenya.

humanitarian actors. As of October 2015, further military offensive is expected to open up access to additional towns in the south. Without commercial alternatives for the humanitarian community which requires continued primary access into Somalia from Kenya and the secondary access to field locations throughout the two countries, aid efforts would be severely hampered.

## **Project Objectives**

6. Objectives of the Special Operation are:
  - To provide NGOs, UN agencies, donor organizations and diplomatic missions operating in both Somalia and Kenya with safe, effective and efficient access to beneficiaries and project implementation sites;
  - To transport light cargo such as medical supplies, specialized food commodities and high value equipment (ICT); and
  - To provide adequate capacity for evacuations of humanitarian staff.

The objectives above are linked to WFP's Strategic Results Framework and are examples of Strategic Objective 1: Save lives and protect livelihoods in emergencies.

## **Project Implementation**

7. As of October 2015, UNHAS was serving 12 locations regularly in Somalia and Kenya and a further nine destinations on an ad hoc basis using six varied performance aircraft strategically based in Mogadishu and Hargeisa in Somalia and Nairobi. In 2016, the project will continue to serve the same locations using the current fleet of six aircraft and if the security conditions improve, additional flight requirements to other locations can be accommodated.
8. WFP will continue to organise UNHAS User Group Committee (UGC) meetings composed of NGOs, UN agencies, and donor representatives in Nairobi, where most organizations' country offices are based. The role of the UGC is administrative and provides feedback to the Chief Air Transport Officer (CATO) to help ensure high service quality.
9. The project will follow standard UNHAS management structure and support systems :
  - Passenger and cargo bookings will be made through set systems to ensure the dissemination of flight schedules and manifests to all locations.
  - A dedicated communication system to monitor the progress of all flights through VHF/HF radios and the Satellite tracking systems.
  - An electronic Flight Management Application (E-FMA) that enables on-line booking requests by various agencies and monitoring of load factors, operational trends and costs.
  - The Performance Management Tool (PMT) that allows decision makers to automatically collect and process data enabling them to carry out an analysis of variations and trends necessary to make an informed decision and optimize the operation.
  - Demand-driven flight schedules that allow flexibility and can accommodate special flights.

## **Project Management**

10. The WFP Somalia Country Director (CD) will be the Funds Manager. The UNHAS Somalia Finance Officer will be the Allotment Administrator of this operation.

11. The overall management, administration, and control of the operation are vested in the Chief Air Transport Officer, who reports directly to the Country Director and functionally to the Director of Logistics through the Chief of Aviation Service in Headquarters, Rome. The CATO will be responsible for all operational matters including scheduling, operators' compliance, safety management, and risk management. The CATO will provide operational reports to the CD, the Chief of Aviation Service and the UGC.

12. The Aviation Service (OSLA) in Rome will be responsible for contracting of aircraft, quality assurance and normative guidance to the operation. OSLA will also provide other operational and administrative support.

### Project Cost & Benefits

13. The total project cost for this Special Operation is **US\$60,850,071** as detailed in the budget below:

<b>PROJECT COST BREAKDOWN</b>		
<b>Special Operation</b>	<b>Provision of Humanitarian Air Services in Somalia and Kenya</b>	<b>Value (US\$)</b>
<b>Project Number</b>	<b>200924</b>	
<b>Capacity Development and Augmentation (CD&amp;A):</b>		
<b>A – WFP Staff Related Costs ( Staff directly involved in Operations)</b>		\$ 4,038,026
<b>B - Implementation Agreements (Operational Agreements, Communication, Vehicle Leasing and Maintenance)</b>		\$ 49,257,598
<b>Total Capacity Development and Augmentation (CD&amp;A):</b>		<b>\$ 53,295, 624</b>
<b>Direct Support Costs (DSC):</b>		
<b>A - WFP Staff Related Costs ( Staff involved in Management and Administration)</b>		\$ 2,504,552
<b>B – Recurring expenses and Other WFP Costs</b>		\$ 729,590
<b>C – Capital Equipment Costs</b>		\$ 13,500
<b>D – Local Security Costs</b>		\$ 0
<b>E – Travel and Transportation Costs</b>		\$ 325,960
<b>Total WFP Direct Support Costs (DSC):</b>		<b>\$ 3,573,602</b>
<b>Total WFP Direct Project Costs:</b>		<b>\$ 56,869,225</b>
<b>Indirect Support Costs (ISC - 7 percent) :</b>		<b>\$ 3,980,846</b>
<b>TOTAL WFP COSTS</b>		<b>\$ 60,850,071</b>

14. UNHAS plans to continue to cover 60 percent of the funding requirements from cost-recovery from ticket sales, with the remaining 40 percent coming from donor contributions. Full cost recovery will be applied to unscheduled flights booked by an eligible user.

15. The benefits envisaged under the UNHAS operation in Somalia and Kenya are as follows:

- Provision of predictable access to priority destinations in order to enable humanitarian staff and donor entities to implement and monitor their projects;
- Operational efficiency and effectiveness in the implementation and monitoring of humanitarian operations;
- A common service consistent with the call by the United Nations Secretary-General “for greater unity of purpose and coherence at country level and that each United Nations entity should benefit from another’s presence through establishing corresponding consultative and collaborative arrangements”;

- Enhanced air safety through a standardized, single contracting and safety surveillance system;
- A client-oriented common service that responds to users' needs;
- A cost-effective service that can take advantage of economies-of-scale through continuous monitoring and a results-based management concept; and
- An essential mechanism to provide medical and security evacuation services to the humanitarian community in Somalia and Kenya.

Efforts will be made to contain costs and ensure value-for-money throughout the project cycle.

## Monitoring and Evaluation

16. The project's key performance indicators have been revised to align with other UNHAS project indicators and will include the following:

- Number of needs assessments carried out (target: 4);
- Number of passengers transported (target: 76,800);
- Amount of light cargo transported (target: 720 mt);
- Percentage of passenger bookings served (target: 95%);
- Response to medical and security evacuation duly requested (target: 100%);
- Number of organizations using the service (target: 130);
- Locations served (target: 12).

17. As the situation evolves, the implementation plan will be revised, according to the needs of the humanitarian community.

## Risk Assessment and Contingency Planning

18. A number of risks could impact the implementation of the Special Operation. The main risks identified are presented through the three risk areas (contextual, programmatic and institutional). The subsequent narrative explains the risks and outlines mitigation measures to be taken.

19. **Contextual Risks.** Security in Somalia can further deteriorate, which may result in restricted humanitarian travel. UNHAS will work in close coordination with UNDSS to ensure timely communication of the security situation at destinations and will plan its operations accordingly. Identification of operational hazards will be done through established WFP Aviation procedures, the relevant risk analyzed and mitigation actions taken in order to keep an acceptable risk level.

20. **Programmatic Risks.** Humanitarian organizations may scale up their assistance in the countries through an increase of staff and expansion of activities to more remote areas. UNHAS will be able to meet the increase in humanitarian travel through efficient planning of flight operations using its current fleet. Additional aircraft capacity can be rapidly deployed for passenger and cargo transport, if required.

21. **Institutional Risks.** The success of the SO is conditional on adequate resources being available to WFP throughout the implementation period. Resource mobilization strategies will include steps to be taken to address any funding shortfall. Fundraising activities will be conducted by UNHAS, the WFP Country Offices in Somalia and Kenya, the Regional Bureau and Headquarters in order to ensure uninterrupted services for the humanitarian community.

## Exit Strategy

22. Given the complex situation in Somalia and the affected regions of Kenya, WFP cannot envisage at this point the development of an exit strategy. WFP will rely on the UGC's regular feedback and will devise an exit strategy accordingly. However, given the contractual arrangements, a scale down of

UNHAS activities can easily be done if and when viable commercial aviation alternatives become available.

**RECOMMENDATION**

This Special Operation covering the period from 01 January 2016 to 31 December 2017 at a total cost to WFP of **USD 60,850,071** is recommended for approval by the Executive Director, with the budget provided.

**APPROVAL**

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Ertharin Cousin  
Executive Director

Annex A  
UNHAS Somalia routes (as of October 2015)

