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# Standard Project Report 2015

Reporting Period: 1 January - 31 December 2015

## WEST AFRICA (DAKAR)

### Logistics Common Services for the Humanitarian Community's Response to the Ebola Virus Disease Outbreak in West Africa

<b>Project Number</b>	200773
<b>Project Category</b>	Regional Special Operation

<b>Project Approval Date</b>	03 Oct 2014
<b>Planned Start Date</b>	15 Oct 2014
<b>Actual Start Date</b>	15 Oct 2014
<b>Project End Date</b>	31 Dec 2015
<b>Financial Closure Date</b>	n.a.

<b>Approved budget as 31 December 2015 in USD</b>	
<b>Capacity Dev.t and Augmentation</b>	161,890,126
<b>Direct Support Costs</b>	29,726,697
<b>Indirect Support Costs</b>	13,413,178
<b>Total Approved Budget</b>	205,030,000

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# Operational SPR

## OPERATIONAL OBJECTIVES AND RELEVANCE

In October 2014 WFP launched regional Special Operation (SO) 200773 to ensure a coherent and harmonized provision of common logistics services to support the international community's response to the Ebola Virus Disease (EVD) outbreak in West Africa, maintaining a high level of multidisciplinary services across the affected countries. Initially, WFP launched two separate Special Operations dedicated to air operations (SO 200760) and logistics and telecommunications services (SO 200767). Subsequently, WFP launched SO 200773 that consolidated, expanded and superseded the two SOs from 15 October 2014 to 28 February 2015. The SO underwent three budget revisions to adjust the timeframe of operations and the requirements to the evolving outbreak, ensuring the flexibility necessary to adapt the provision of services to accommodate critical needs, to prioritize activities identified by health partners.

The regional SO acted as an enabler for the UN and NGO partners involved in the response to the Ebola emergency under the United Nations System umbrella, supporting the United Nations Mission for Ebola Emergency Response (UNMEER), established by the UN Secretary-General on 19 September 2014 to scale up the response to the EVD outbreak.

The provision of services proved essential to support the containment of the EVD virus and halt of the outbreak. This was achieved by enabling the rapid set up of the logistics backbone; establishing logistics coordination mechanisms to provide harmonisation and information management services, ensuring the collaboration among organizations and maximizing the use of available logistics assets and resources; providing humanitarian air services to allow responders to access and move across the affected countries; setting up reliable emergency telecommunications systems.

This regional operation also supported the phasing out of UNMEER and the transfer of additional operational responsibility to WFP. This included augmentation of humanitarian supply chain capabilities, information communication and technology services, and support for the preparedness effort of the other partners including national governments and WHO as the leading health partner.

## RESULTS

### Outputs

Under Regional Special Operation 200773, WFP established a common services platform in the three Ebola affected countries (Guinea, Liberia, and Sierra Leone) and in the regional hubs of Dakar (Senegal) and Accra (Ghana), where UNMEER was based.

Through logistics coordination mechanisms in Guinea, Liberia and Sierra Leone, WFP acted as service provider of last resort facilitated access to cargo transportation, handling and storage services on behalf of the humanitarian community when and where required.

From the start of operations in September 2014 until 31 December 2015, the WFP-led logistics coordination mechanisms facilitated across Guinea, Liberia, Sierra Leone the transportation of over 168,000 m<sup>3</sup> of cargo on behalf of 103 organisations and the storage of over 126,000 m<sup>3</sup> of cargo on behalf of 77 organisations across Guinea, Liberia and Sierra Leone. WFP established dedicated fleets in each country to augment the transport capacity to ensure 'last mile deliveries', reaching a transport capacity of 191 trucks and light vehicles in the three countries: 38 in Guinea; 71 in Liberia and 82 in Sierra Leone.

WFP also augmented the logistics and operational capacity for the Ebola response when required, including the set-up of logistics storage facilities and the building of Ebola Treatment Units (ETUs), drawing upon WFP-managed services such as the UN Humanitarian Response Depot (UNHRD) network. Overall, four staging areas (key locations such as ports and international airports for incoming cargo to be assembled and then dispatched in-country), four main logistics hubs and 11 Forward Logistics Bases (FLBs) were created across Guinea, Liberia and Sierra Leone, in addition to two regional staging areas in Dakar (Senegal) and Accra (Ghana). WFP also provided construction support to health facilities throughout the three countries at the request of national governments. In Guinea, WFP supported the construction of five ETUs (Nongo, Coyah, Nzerekore, Kerouane and Beyla), for a total bed capacity of 520 beds. In Liberia, WFP built two ETUs (SKD, Ministry of Defense) with a capacity of 500 beds. In Sierra Leone, WFP built two ETUs (SKD, Ministry of Defense) with a capacity of 500 beds, and one in Sierra Leone. WFP also built four Community Care Centers in Sierra Leone and supported partners in building 22 ETUs in Sierra Leone, and one in Liberia. Finally, WFP rehabilitated two UN clinics, one in Conakry and one in Freetown.

At the end of February 2015, the Humanitarian Terminal (Terminal H) built by WFP in partnership with the Senegalese authorities was inaugurated in Dakar, Senegal. The construction of the terminal had started after the "Dakar Humanitarian Corridor" was opened on 25 September 2014. Terminal H includes medical screening facilities, facilitating the entrance and exit of humanitarian personnel travelling from and to the EVD affected countries.

In addition, the WFP-managed United Nations Humanitarian Air Service (UNHAS) ensured humanitarian access by transporting passengers and light cargo across the Senegal, Guinea, Liberia, Sierra Leone and Ghana. Between August 2014 and 31 December 2015, WFP Aviation performed 5,473 take-offs, transporting 31,777 passengers and 202 mt of light cargo. Throughout the SO's duration, 28 strategic airlifts were performed, nine of which took place in 2015 and transported 740 mt on behalf of 37 organizations; airlifts were usually conducted out of the Europe Staging Area at Cologne Bonn Airport, set up by the Logistics Cluster in cooperation with WFP Aviation and UNICEF.

From UNHRD depots in Accra, airlifts were conducted to facilitate the rapid dispatch of Personal Protection Equipment (PPE) kits, vehicles, and construction equipment to the three Ebola affected countries. It also enabled the UN and its partners to conduct rapid assessment throughout the three countries (e.g. Rapid market assessments in February 2015) allowing to access remote areas. Overall, UNHRD dispatched 2,282 mt of relief items and support equipment to the region, valued at USD 28.2 million, on behalf of the humanitarian community.

Through the Emergency Telecommunications (ET) Cluster, WFP provided internet services to 80 humanitarian facilities across the Guinea, Liberia and Sierra Leone, allowing more than 3,300 humanitarian responders to use a reliable internet connection. Locations provided with internet included 13 FLBs (2 in Guinea, 7 in Liberia, 4 in Sierra Leone), the main hub in Port Loko, Sierra Leone, and 17 ETUs (4 in Guinea, 2 in Liberia and 11 in Sierra Leone).

WFP also provided continued and specific support to the World Health Organization's (WHO) response through the WHO WFP Joint Framework. The partnership leveraged WFP's operational capacity to allow WHO to launch district-by-district, deep-field operations to track down and contain the virus. WFP supported WHO through the set-up of field office and accommodation space, provision of ICT equipment, management of vehicles and fuel supply, as well as administration services.

Output	Unit	Planned	Actual	% Actual vs. Planned
<b>Senegal</b>				
<b>SO 1: Special Operations (Ebola response)</b>				
Number of Ebola Treatment Units established against request	no.	7	7	100.0%
All services rendered on request basis, no initial planning done				
Number of ETUs equipped with Internet connectivity	no.	17	17	100.0%
All services rendered on request basis, no initial planning done				
Number of FLBs equipped with Internet connectivity	no.	13	13	100.0%
All services rendered on request basis, no initial planning done				
Number of Forward Logistics Bases set up	no.	11	11	100.0%
All services rendered on request basis, no initial planning done				
Number of Medevacs performed by UNHAS	no.	68	68	100.0%
All services rendered on request basis, no initial planning done				
Number of operational in-country staging areas	no.	3	3	100.0%
All services rendered on request basis, no initial planning done				
Number of passengers transported by UNHAS	no.	31,777	31,777	100.0%
All services rendered on request basis, no initial planning done				
Transition strategy established per affected country	no.	3	3	100.0%
Volume of consumable and essential items stored upon request	m3	132,852	132,852	100.0%
All services rendered on request basis, no initial planning done				
Volume of consumable and essential items transported, upon request	m3	106,679	106,679	100.0%
All services rendered on request basis, no initial planning done				

## Outcomes

The main outcomes of WFP under SO 200773 in 2015 are as follows:

### 1) Logistics and Telecommunications Infrastructure

Since the beginning of the operation, WFP established staging areas, main logistics hubs and Forward Logistics Bases (FLBs) across the three affected countries to allow the storage and dispatch of cargo to support the Ebola response and the efforts of the humanitarian community, augmenting the storage capacity of partners and their access to affected populations in remote locations. Staging areas were established to avoid congestion at the main entry points of affected areas to ease the flow of critical commodities. All requests for additional capacity were met through the establishment of the main logistics hubs and FLBs to ensure the rapid flow of cargo to the most critical locations in each country.

In view of the rainy season, WFP consolidated all logistics premises and storage facilities, establishing concrete foundations and drainage systems, and prepositioning food supplies and equipment. In addition, WFP's logistics coordination mechanisms regularly facilitated access to transport and storage of cargo on behalf of NGOs, Governments and UN agencies to and within the most affected countries upon request.

At the request of WHO, national governments and health partners WFP also established health structures that provided the holding and treatment of Ebola patients. The rehabilitation of UN Clinics for humanitarian responders in Conakry (Guinea) and in Freetown (Sierra Leone) supported the humanitarian community allowing personnel to receive treatment, as well as undergo medical clearance, which facilitated staff deployments as part of the EVD response.

As leader of the ET Cluster, WFP provided information, communications and technology coordination and services, such as establishing internet/radio connectivity and related provision of technical expertise in support of the Ebola response to ensure the coordinated and efficient response of humanitarian partners and local governments.

WFP also supported government initiatives to curb the spread of the virus in highly affected areas in Guinea and Sierra Leone, providing transport capacity and logistics support to set up camps for field teams involved in the campaigns.

### 2) Provision of air services through WFP-managed UNHAS

UNHAS was activated on 16 August 2014, when commercial flights were being suspended, and there was urgent need to ensure a reliable alternative to commercial airlines for the movement in and out of the region and in between Ebola affected countries. UNHAS ensured air transport services to the three affected countries' capitals and remote locations. UNHAS' fleet changed throughout the response according to the needs of the humanitarian community and to the evolving outbreak, and it included fixed-wing aircraft and helicopter. Joint flight schedules (UNHAS, UNMEER, UNMIL) and route maps were published regularly and maintained with necessary flexibility to support surge efforts to halt the spread of the virus.

The "Dakar Humanitarian Corridor" was opened on 25 September 2014 and flights to Accra commenced on 15 October 2014. In partnership with the Senegalese authorities, WFP constructed a Humanitarian Terminal with medical screening facilities in Dakar, facilitating the entrance and exit of humanitarian personnel travelling from and to the EVD affected countries.

In 2015, WFP performed 68 medical evacuations of EVD and non-EVD symptomatic humanitarian personnel involved in the response with three specially equipped helicopter for Medevac, including transportation from remote areas to the capitals.

### 3) Coordination and Information Management

To meet the needs of partners throughout the affected countries and to mitigate duplication of efforts, WFP's logistics coordination pillar was actively engaged in existing national coordination structures, including Ministries of Health and National Ebola Task Forces. Coordination cells were established, dedicated staff deployed and regular coordination meetings held to facilitate coordination between the governments, military and humanitarian actors at national level within each affected country. WFP also facilitated information management services to support the humanitarian community with operational decision making and to improve the efficiency and effectiveness of the logistics response. Through the identification and consolidation of operational information, including logistics gaps and bottlenecks, regular updates were shared with the humanitarian community and UNMEER in Accra, ensuring coordination and operational visibility for all entities. On behalf of each aspect of the WFP common logistics response, Common Services Situation Reports were published in collaboration with the WFP-led Logistics Cluster (activated in Liberia), which detailed operational updates, highlights and achievements.

## Sustainability, Capacity Development and Handover

Despite the decrease in the number and geographical spread of cases, the re-introduction and/or re-emergence of EVD still poses a threat. The response has thus moved into a third phase, foreseen to end mid-2016, which aims to end transmission chains and sustain a resilient zero by rapidly detecting and stopping any new emergence of the virus.

Against this backdrop, and as the regional Special Operation 200773 ended on 31 December 2015, WFP launched three country-specific Special Operations in Guinea, Liberia and Sierra Leone, tailored to each country's context. These new operations will allow WFP to leverage the infrastructure and logistics capacity established and used under the regional Special Operation to support the third phase of the humanitarian response. WFP thus continues to provide a highly able and dedicated rapid response mechanism to deal with three concurrent Ebola chains of transmission ('events'), while further augmenting WFP's and its partners' outbreak readiness and recovery activities.

In addition to the continued provision of logistics support as required to sustainably halt the spread of EVD, the three Special Operations will also set the grounds for an appropriate exit strategy and capacity building initiatives to augment and enable national response mechanisms. WFP will thus ensure an orderly transition of the logistics bases set-up for the Ebola response, the modality of which will change depending on country context from each of the aspects of the common service response.

## MANAGEMENT

### Partnerships

Throughout the SO 200773, WFP strengthened its partnerships with health and non-health partners, as well as operational donors and governments throughout the three affected countries. Global and regional partnerships were also strengthened.

WFP provided continued support to WHO's health response and field through to the WHO - WFP Joint Collaboration, a bilateral agreement consolidated at the beginning of 2015 to enhance agility and efficiency of WHO health response thanks to WFP's provision of logistics, administration, fleet management, infrastructure and ICT services. The collaboration also included preparedness activities to prevent a possible spread of EVD in Guinea-Bissau: in Guinea, WFP cooperated alongside WHO and health authorities in the prefecture of Boke to continue support the response to successfully enhance the identification of contact cases and links in the transmission chain. In Guinea-Bissau, WFP supported the preparedness efforts to rapidly detect and respond to a potential introduction of the virus in the country at the request of WHO, health partners and the Government.

Throughout its Ebola response, WFP closely collaborated with the private sector: thanks to the WFP-led Logistics Cluster partnership with the Logistics Emergency Team (LET), an agreement was reached on support from the LET companies to the Ebola response. Maersk, as a private partner to WFP, has supported the humanitarian community's response to the Ebola crisis with an in-kind donation of up to USD 1 million, which resulted in the shipment of 488 containers with relief materials for 22 agencies across the three affected countries.

In addition, from 7 November 2014 to 20 February 2015 a staging area in Cologne, Germany, was made available with the support UPS and the Cologne Airport Authorities to allow WFP, as the lead of the Logistics Cluster, to facilitate the consolidation of air shipments in support of the humanitarian community's response to the Ebola emergency. Through the joint contribution of staff and services of the airport and UPS, this dedicated space supported the planning, supply chain, co-loading and optimization of flights for the humanitarian community, providing partners with the means and capacity for the transportation of inter-agency critical relief items from Cologne to West Africa. This air-bridge avoided duplication of efforts, and through the provision of free-to-user flights to the humanitarian community, ensured that essential cargo was dispatched to the affected areas. The access to the staging area and its services was facilitated and managed by WFP through the Logistics Cluster. Airlifts were conducted in cooperation with WFP Aviation. This public-private partnership filled a vital need for global transportation services to Ebola affected counties: more than 40 different agencies were able to send over 900 mt of critical relief cargo to the Ebola response in Sierra Leone, Liberia, and Guinea. A bonded warehouse of around 3,000 m<sup>2</sup> was made by the airport to temporarily store cargo before shipping it to the affected region.

The WFP-led Logistics Cluster supported 103 organizations under the Ebola special operations holding 79 Coordination meetings, producing and publishing 159 Information Management products and facilitating access to common logistics services, enabling the humanitarian community to reach affected communities.

In Addition, through the Air Coordination Cell (ACC) hosted by UNICEF's Supply Division in Copenhagen, and the Cologne Staging Area, supported by UPS and the Cologne Bonn Airport the WFP-Led Logistics Cluster promoted air consolidation of emergency supplies by sharing an average of 111 daily information update with 171 humanitarian staff from 42 agencies. 40 organisations booked cargo transportation services on the EFP Common Services.

Standby partners were also an important component of the Ebola response. In total, 58 people from 10 different standby partner organizations deployed to the Ebola affected countries for a total of 3,477 days (mainly in the field of Logistics and ICT). Standby partner expertise in disaster preparedness and response was also important for government capacity building, as many of WFP's standby partners are themselves National Disaster Management Organizations.

## Lessons Learned

The Ebola response presented WFP with new challenges, compelling the organization to explore new areas of work and find flexibility to adapt to this new type of emergency. At the same time, it created important opportunities for new partnerships. In response to the request from UNMEER, WFP rolled out an integrated common services platform for the first time in WFP's history, using its significant in-house logistics capacity to support the overall response to EVD. WFP was asked to build Ebola Treatment Units, to transport suspected blood samples and Ebola symptomatic aid workers, and to procure health supplies and personal protection equipment for the global community. Sometimes this meant quickly acquiring competences and expertise to respond to needs. WFP adapted rapidly to the unprecedented context and urged partners to be equally flexible.

Some of the key learnings from the EVD response are closely associated to partnerships and preparedness:

- Under the framework of the provision of common services, WHO-WFP Joint Collaboration combined WFP's operational expertise and WHO's technical expertise to promote the increased agility and capability of the health response. In turn, the partnership allows each agency to learn from the Ebola experience and build preparedness for future health emergencies.
- The Ebola response underscored the important role which the private sector can play beyond a traditional role as a provider of financial and physical resources.
- The provision of UNHAS services had to adapt and find solutions to overcome the challenges of operating in the context of Ebola, finding solution to the transport of suspected patients and blood samples.

The Ebola response underscored the important role which the private sector can play beyond a traditional role as a provider of financial and physical resources. WFP and the private sector partnered to ensure efficient timely delivery of goods from staging areas in Europe, to the Ebola-affected countries. Learning underscores the benefits of involving private sector from the outset of a crisis, in planning, coordinating and implementing response, particularly as regards global supply chains.

Over 2015 the epidemic in the three countries evolved, as large-scale transmission was reduced; in second half of 2015 witnessed several small-scale localized flare-ups. Preparedness and maintaining rapid response capacity was critical, to ensure timely delivery of food and health goods within hours, and the rapid set up of Emergency Operations Centres in the field for partners working to trace contacts. Since 2015, WFP is working alongside government providing on-the job training of skills for future events.