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SPR Reading Guidance



Provision of Humanitarian Air Services in Somalia and in Kenya Standard Project Report 2016

World Food Programme in Somalia, Somali Republic (SO)

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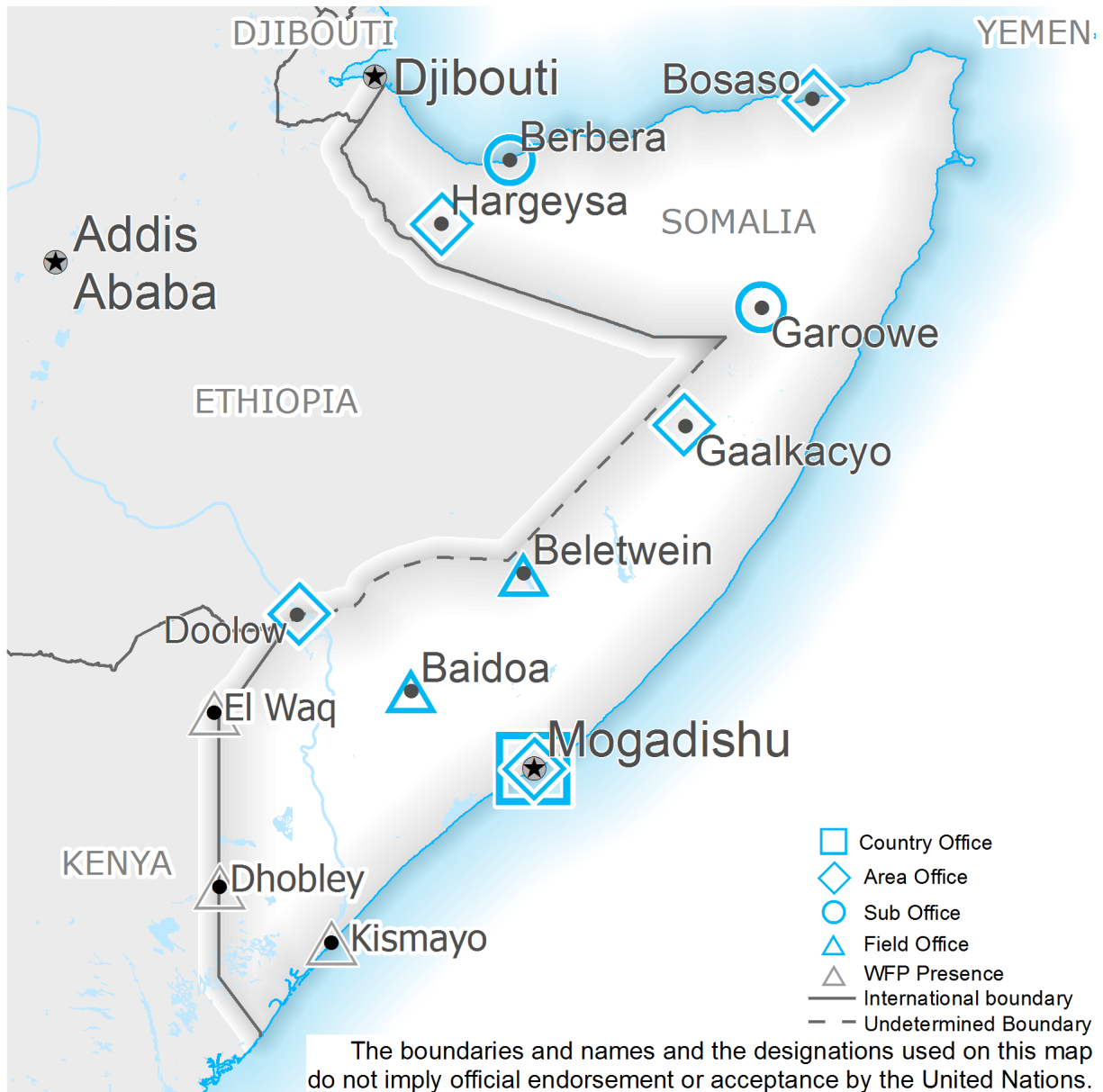
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Country Context and WFP Objectives



Country Context

Over the past 25 years, Somalia has endured violence, political instability as well as environmental and economic shocks resulting in acute hunger and malnutrition. Most state services ceased in the 1990s, affecting the provision of education and health services, and food production, access and availability. This has left Somalia with some of the worst development indicators globally. Over half of Somalia's 12.3 million people live below the poverty line.[1] Mortality rates of 146/1,000 live births among children under the age of five and maternal mortality rates of 850/100,000 live births are among the highest rates in the world[2].

Traditionally, Somalis have relied on social capital, kinship networks and intra-clan support to address food gaps. However, years of conflict have diminished the natural capital, increasing vulnerability and acute hunger. Gender inequality in Somalia is among the highest globally[3], with high levels of gender based violence, child marriage, and maternal mortality. Literacy levels are low for both men and women while school enrollment rates are among the lowest in the world, especially for girls. Only 42 percent of children aged 6–12 years attend primary school. Of

these, only 36 percent are girls[4].

Poor Gu (April to June) rains, conflict related population displacement, trade disruptions, and El Nino related drought conditions led to a deterioration of the food security situation throughout the year. By the end of 2016, an estimated 5 million people (40 percent of the population) were food insecure and in need of humanitarian assistance, up from 4.7 million at the beginning of the year. Global acute malnutrition rates remained high, above the critical threshold (15 percent) in many parts of Somalia with over 300,000 children under the age of five suffering from moderate acute malnutrition.[5] The drought has continued into 2017 and in many areas is comparable to the crisis situation in 2010. However, unlike the 2010 drought which was preceded by a good season, by the end of 2016, the coping capacities of the most vulnerable households were already reduced, given the poor Gu rain.

Conflict and insecurity continue due to the presence of anti-government insurgents especially in the southern and central parts of the country. 1.1 million Somalis are internally displaced, highly vulnerable and in need of continued humanitarian assistance. In November 2013, Kenya, Somalia and the Office of the United Nations High Commissioner for Refugees (UNHCR) signed a tripartite agreement to help Somali refugees from Dadaab in Kenya begin to voluntarily return home to designated areas in Somalia that were deemed relatively safe. Nearly 90 percent of the 33,000 voluntary returns to Somalia since the signing of the tripartite agreement took place in 2016.

In recent years, Somalia has slowly emerged from a “failed” to a “fragile” state, with the establishment of the Federal Government of Somalia (FGS) in 2012. However, insecurity and bureaucratic impediments continue to hinder humanitarian access for millions of vulnerable Somalis in need of support. Other contextual and programmatic risks include changing geographic boundaries, limited capacity and presence of cooperating partners, corruption, and sustained food insecurity resulting from conflict and climate shocks. For these reasons, Somalia remains one of the most dire and complex humanitarian operating environments in the world.

[1] World Bank, Somalia Overview <http://www.worldbank.org/en/country/somalia/overview> [2] UNDP (2015). *Human Development Report* [3] UNDP (2012). *Somalia Human Development Report 2012: Empowering Youth for Peace and Development*, p. xviii [4] Somalia Federal Republic, Ministry of Human Development and Public Services, *Go 2 School Initiative 2013 - 2016: Educating for Resilience* [5] Food Security and Nutrition Analysis Unit (FSNAU) for Somalia, *2016 Post Gu Food and Nutrition Assessment Report*

Response of the Government and Strategic Coordination

In February 2015, WFP re-opened the Somalia office in Mogadishu for the first time in twenty years. The move has allowed WFP to maintain strategic coordination and closer interaction with the Federal Government and local authorities, as well as partners and beneficiaries.

The Somali Compact has been a key strategic planning and coordination tool for the Somali Government and its partners. Endorsed in September 2013, the 2014–2016 Somali Compact outlined five Peace and State building Goals (PSGs) under the New Deal for Somalia. In 2016, WFP continued to be an active participant in the working group for PSG 4 (Economic Foundations) and the social protection sub working group for PSG 5 (Revenues and Services). From 2017 to 2019, the key priorities set out by the Somali Compact will continue under the National Development Plan (NDP), which is an ambitious and more comprehensive document outlining the challenges and goals for the Government and its partners over the next three years. WFP worked closely with government and other partners in the development of the NDP by participating in consultations, sharing information and providing support in the actual drafting of the document. In addition to the Somali Compact, PRRO 200844 contributed to achieving targets set under the United Nations Integrated Strategic Framework on development and the Strategic Response Plan on the humanitarian assistance.

WFP and UNICEF co-led the social protection sub-working group under the structure of the Peace and State building Goal 5. Together, WFP and UNICEF secured funding for a joint programme beginning in 2017, to assist the Government in developing a social protection policy. In addition, a two-day training on social protection theory was delivered to government counterparts. These activities were significant as there is currently no formal social protection system or policy in place in Somalia. WFP and UNICEF also advised and assisted the Government in the development of social protection goals under the resilience chapter of the National Development Plan.

Since 2012 WFP, FAO, and UNICEF partnered under the Joint Resilience Strategy with the aim of working towards complementary outcomes that provide the foundation for household and community resilience in vulnerable populations. A mid-line assessment undertaken in Dolow in 2015 using the Resilience Index Measurement and Analysis methodology showed an improvement across all three pillars of the Joint Resilience Strategy, namely, production and productivity, access to basic services, and safety nets. However, lessons gathered over the implementation period (2012 to 2016) underscored the need to improve on joint implementation of programmes. As

such, advanced consultations between the three agencies took place in 2016 towards the development of a Joint Resilience Programme to begin in 2017.

Building on synergies between both organizations to address the alarming food insecurity levels in Somalia, WFP and UNICEF engaged in a strategic partnership to jointly implement a humanitarian augmented response using SCOPE [1] biometric registration and digital delivery of transfers. The joint response targeted internally displaced persons with critical levels of malnutrition, as well as Somali refugees returning from Dadaab. The use of SCOPE for both in-kind and cash-based programmes in Somalia played an important role in a country where nearly half of the population does not have an identity card. SCOPE was used for both registration and food assistance transfer, as well as ensuring that transfers were done securely, and that only the targeted beneficiaries received WFP assistance.

WFP is an active partner of the Return Consortium facilitating the voluntary return of Somali refugees from Kenya. Contributing to the tripartite agreement among Kenya, Somalia and the UNHCR, WFP supported the voluntary return of refugees and their integration through food security and nutrition programmes in their areas of return.

[1] SCOPE is WFP's beneficiary and transfer management platform that supports the programme intervention cycle from beginning to end.

Summary of WFP Operational Objectives

2016 marked the first year of the new protracted relief and recovery operation (PRRO) 200844 through which WFP aims to provide food and nutrition assistance to 2.4 million vulnerable people over three years. Under the PRRO, WFP continues the shift from relief to recovery and resilience-building activities with an emphasis on addressing the underlying causes of undernutrition. A 2015 external evaluation of WFP's programmes from 2013 to 2015 found that WFP's approach to linking relief and recovery according to local needs was successful in addressing the different needs of vulnerable Somalis. In continuing with this established approach, WFP aims to:

- i) stabilize and contribute to reducing the prevalence of moderate acute malnutrition in boys and girls aged 6-59 months and pregnant and lactating women (PLWs); provide life-saving relief assistance to populations in *Crisis* and *Emergency* [1]; and protect populations at risk of acute food insecurity due to shocks through predictable and reliable safety net programmes such as school meals (WFP Strategic Objective 1);
- ii) contribute to addressing the causal factors of acute malnutrition with renewed focus on integrated preventative programmes for children aged 6-23 months, PLWs and people living with HIV and TB; and stabilize seasonally vulnerable households through a resilience lens (WFP Strategic Objective 2), contributing to Sustainable Development Goal 2;
- iii) enhance and invest in the livelihood food security and productivity of *Stressed* [2] households through investment in food production and sustainable income generation (WFP Strategic Objective 3), contributing to Sustainable Development Goal 2;

Over the three-year duration of the PRRO, WFP will utilize new technologies for biometric registration, transfer management and remote monitoring and evaluation. This will allow WFP to collect information more rapidly and refine its programming according to changing needs. With the envisaged increase in biometric registration and the use of SCOPE for transfer management, WFP will increase the use of cash-based transfers to at least 40 percent of total transfers whenever market functionality and seasonality permit.

WFP recognizes that there are significant gender challenges in the Somalia context, many of which directly impact food security. In support of objective 1 (food assistance adapted to different needs) of the gender policy, WFP will deliberately target specific groups which it has identified as being particularly vulnerable, such as IDP households headed by women. WFP will continue to undertake Community-Based Participatory Planning (CBPP), an inclusive community driven process that ensures women and men are involved in the planning, selecting, and implementation of programmes, taking into consideration the different obligations, challenges, time constraints, and priorities of women and men across seasons.

Building on continued capacity development of the Ministries of Health and Education, WFP aims to progressively hand over nutrition and education programmes to the Government. WFP will work with authorities and key nutrition partners to develop a national food fortification policy for the eventual handover of the school meals programme, and promote the commercial availability of fortified flour through an ongoing public/private initiative. WFP will also strengthen coordination with regional and federal disaster management departments by investing in capacity strengthening in monitoring, needs assessments, early warning, triggers for early response, targeting, and response coordination. WFP will also continue to coordinate with other United Nations agencies and non-governmental partners to ensure maximum complementarity and impact.

In 2016, WFP also implemented two special operations to support the provision of humanitarian assistance in Somalia. Special operation 200924 “Provision of Humanitarian Air Services in Somalia and Kenya” continued to facilitate the provision of safe and reliable air transport services to the humanitarian community in Somalia and Kenya including medical and security evacuations. The special operation, set to end in December 2017, is linked to Strategic Objective 1 (Save lives and protect livelihoods in emergencies) of WFP's Strategic Plan (2014–2017), and to Sustainable Development Goals 2 (Zero Hunger) and 17 (Partnerships). Special operation 200440 “Food Security Cluster Augmentation in Response to the continued Humanitarian Situation in Somalia” enabled the food security cluster that is co-led by WFP and FAO to assume humanitarian leadership around coordination and information management of emergency food security responses. The special operation ended in June 2016 after which the food security cluster activities were integrated into WFP's PRRO and the ongoing FAO programme.

[1] Integrated Food Security and Humanitarian Phase Classification. Individuals categorized as Crisis (IPC 3) are those whose household group has food consumption gaps with high or above usual acute malnutrition or is marginally able to meet minimum food needs only with accelerated depletion of livelihood assets that will lead to food consumption gaps. Emergency (IPC 4) are those whose household group has large food consumption gaps resulting in very high acute malnutrition and excess mortality; or has extreme loss of livelihood assets that will lead to large food consumption gaps in the short term.

[2] Individuals categorized as Stressed (IPC 2) are those whose household food consumption is minimally adequate but are unable to afford essential non-food expenditures without resulting to unsustainable coping mechanisms.

Country Resources and Results

Resources for Results

The overall funding received in 2016 remained at approximately the same levels as in the last five years and was augmented by resource transfers from the previous project. However, drought conditions and a deteriorating food security situation in 2016 led to an increase in the number of vulnerable men, women and children in need of humanitarian assistance, which placed added pressure on the limited resources available for WFP's activities throughout the year. As a result, WFP scaled back its programmes, prioritizing the provision of emergency relief assistance and targeted supplementary feeding programmes for children aged 6-59 months, and pregnant and lactating women. This also meant that WFP had to regularly revise the allocation of resources, providing reduced rations (up to fifty percent in some months) throughout the year and significantly reducing its livelihoods and seasonal safety net programmes. Compared to previous years, more of the directed resources received in 2016 were earmarked for specific interventions or locations. This compounded the funding situation as WFP was not able to implement activities that did not have resources earmarked for them, such as incentives for girls' school attendance and HIV and TB nutrition programmes in Puntland and Somaliland. However, multilateral contributions and advance financing considerably helped offset immediate pipeline breaks as they allowed WFP to quickly access commodities from the Global Commodity Management Facility in Berbera and Mombasa. Through increased donor engagement and investment in innovations that support cost efficiency, WFP saw its donor base expand to include new donors such as Russia, Slovenia, China and Republic of Korea.

WFP remains committed to exploring innovative ways to provide high quality assistance to populations in need while maintaining cost benefits for our partners, donors and the local economy. In 2016, reductions in costs associated with cash-based transfers, food transportation and handling (Landside Transportation Storage and Handling) and administration (Direct Support Costs) were effected through two budget revisions.

With the introduction and scale up of SCOPE, WFP was able to remove many of the transactional overheads for its cash based transfer activities. WFP now signs agreements directly with food retailers for value voucher redemption, leading to a reduction in the cost of delivering cash-based transfers. The associated cost of delivering cash-based transfers further reduced from 16 percent to 10 percent due to the combined effect of a reduced partnership cost per dollar and the economy of scale of delivering a higher transfer value.

The decrease in the transportation and handling costs was due to the reduction of the fuel price on the market as well as the regular review of transport contracts. An increase in nutrition-related activities (high value, small tonnage commodities) as well as an increase in cash-based transfers also helped reduce the overall reduction in the LTSH rate. The opening of the Berbera corridor for shipments to Ethiopia and Yemen in the last quarter of 2015, led to a considerable increase in activities at Berbera Port in Somaliland from January 2016. Consequently, a cost sharing agreement was made with WFP Yemen and Ethiopia country offices, that led to a 90 percent drop in fixed costs at the Berbera port as the costs were absorbed by operations in the two countries. Storage costs were further reduced by optimizing the use of WFP's storage facilities through provision of space to other WFP operations (Ethiopia and Yemen in Berbera) and other UN agencies such as UNICEF in Bossaso and IOM in Kismayo.

Achievements at Country Level

Somalia continued to face large-scale food insecurity due to the drought-affected poor harvest in the first half of 2016, which deteriorated as severe drought conditions persisted and spread from the north into other parts of the country in the second half of the year. To address and reverse this situation, WFP prioritised its nutrition programmes and scaled up the relief programme which led to a 26 percent surge in the overall number of people that WFP assisted in 2016, and high beneficiary achievements in the nutrition programmes. Internally displaced persons, as a particularly vulnerable part of the Somali population, made up 20 percent of WFP's overall beneficiaries.

Due to limited resources and pipeline breaks, livelihoods activities, TB/HIV nutrition and the take home rations given to school girls to encourage them to attend school were significantly affected. No take home rations were distributed in schools in Puntland and Somaliland while the TB/HIV programme was only implemented in Mogadishu. WFP reached nearly all the people targeted for the food assistance for assets (FFA) programme in 2016. However, the actual needs for livelihood activities were much higher than anticipated, as identified by WFP's bi-annual seasonal analysis response planning exercise carried out after the major rain seasons. In fact, for the second consecutive year, WFP not only reduced its livelihood activities over the course of the year, but also provided a smaller food

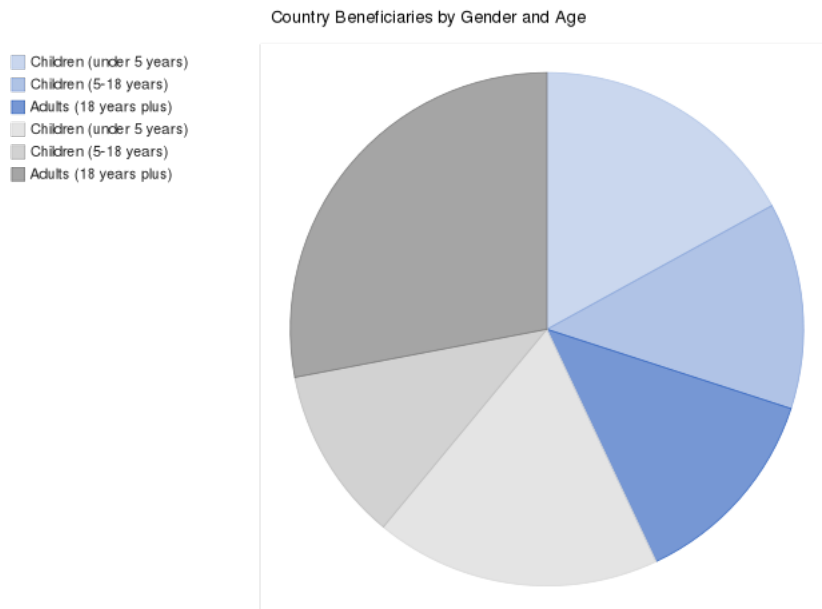
basket for the people participating in the programme. Livelihood and resilience activities remain critical to enable recovery and to avert future deterioration of the situation.

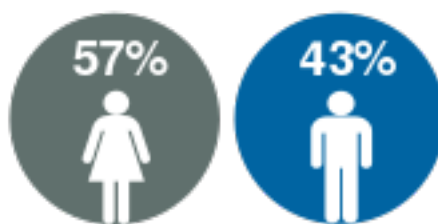
The coverage and number of mother and child health nutrition (MCHN) sites has increased from 138 sites in 2013 to 186 in 2016. Similarly, MCHN coverage increased from two regions to five by the end of 2016. This expansion was not factored in the initial PRRO targets. This led to a much higher coverage and beneficiary achievement than initially anticipated. This target will be revised in a budget revision planned for 2017.

By the end of 2016, WFP had registered 1,473,940 beneficiaries from 413,265 households in SCOPE. WFP expanded the use of SCOPE from only delivering value vouchers to also delivering in-kind food assistance and cash to beneficiaries. In-kind assistance was delivered to 37,000 people displaced by conflict in Central Somalia while 3,132 beneficiaries received in-kind food assistance through SCOPE after participating in community asset building activities. Over 60 percent of all the people assisted through the relief programme received cash based transfers.

Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	306,337	324,357	630,694
Children (5-18 years)	234,258	198,218	432,476
Adults (18 years plus)	234,258	504,556	738,814
Total number of beneficiaries in 2016	774,853	1,027,131	1,801,984





Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country PRRO	30,308	3,404	4,701	12,990	-	51,403
Total Food Distributed in 2016	30,308	3,404	4,701	12,990	-	51,403



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country PRRO	34,966	26,359,663	-
Total Distributed in 2016	34,966	26,359,663	-

Supply Chain

Logistics is at the core of WFP operations, ensuring that food is delivered at the right time and place, despite insecurity and inadequate infrastructure. In Somalia and globally, WFP is at the forefront of humanitarian logistics, with a leadership role in the logistics cluster as well as its role as the humanitarian logistics focal point with the national authorities. In 2016, WFP mobilised up to 200 contracted trucks, a time-charter vessel and 15 ships each month, in order to deliver food to various locations in Somalia.

In the areas that were not accessible by road, such as trading centres in south and central Somalia including Wajid, Baidoa, Buldo Burte, and Dinsoor, WFP used cargo planes to deliver essential nutrition products. WFP assets were also used to airlift specialized nutritious foods and other items for UNICEF and the WASH cluster partners in response to a cholera outbreak in the second half of 2016. This resulted in more optimal use of the cargo planes and helped reduce the operating cost for all agencies. To enable faster responses during emergencies, over 10,000 mt of food were strategically prepositioned in 13 WFP warehouses across the country.

Somaliland and Puntland are supplied mainly through Berbera and Bossaso ports while Mogadishu and Kismayo are the principal ports for southern Somalia. In 2016, the Berbera port in Somaliland became a strategic operational and Global Commodity Management Facility hub for Somalia, Ethiopia and Yemen. The new corridor offers increased efficiency, shorter transit times compared to Djibouti and competitive port related costs. In order to efficiently respond to the WFP Yemen and Ethiopia logistics needs and establish critical regional collaborations, the quantity of volumes handled at the port in 2016 rose by over 250 percent compared to the previous year. In 2016,

WFP purchased 42 percent of its food through the Global Commodity Management Facility facilities in Mombasa, Berbera and Djibouti. WFP continued to utilize its Global Commodity Management Facility as a mechanism to shorten food delivery time by four and a half months, from when contributions are confirmed until when they are delivered.

Due to the fluid security situation in Somalia, road transport is often disrupted by violent conflict or the presence of militants, especially in south central Somalia, leading to delays in the delivery of WFP food. During the year, WFP conducted a road assessment in order to find alternative means to deliver food by road from Mogadishu to Baidoa and Dolow in south and central Somalia. The assessment found that the route was longer in distance and time than the existing overland route from Mombasa and was more expensive but remained a possible fall back in the event that military operations along Kenya/Somalia border intensified. Following militant attacks against the local government office in north Galkayo in August 2016, Puntland authorities imposed a ban on commercial trucks passing through north Galkayo in September. As a result, WFP operations were temporarily affected as movement of food to and from the WFP warehouse in south Galkayo was halted. By the end of 2016, the roads were still blocked, but WFP had found an alternative route to deliver food to its beneficiaries through Galkayo.

To strengthen the capacity of smallholder farmers to access reliable markets, WFP procured 4,000 mt of high quality^[1] local maize from 500 small-scale farmers in Lower Shabelle (up from 200 mt from 100 farmers from the same farmers' cooperatives in 2015) through a shared initiative with FAO. The farmers were supported with agricultural productive assets, extensive trainings on modern warehouse management techniques for reducing post-harvest losses and facilitation of market linkages. By enabling the farmers to sell their surplus crops at competitive prices, the initiative is helping them to increase their income, improve their livelihoods and enhance agriculture-based entrepreneurship.

To match the expansion of cash based transfers and SCOPE registration, WFP significantly expanded its nationwide network of retailers and equipped them with global positioning system enabled point-of-sale technology. By the end of the year, WFP had conducted on-site market assessments and inspection of potential retailers, and registered 500 retailers throughout the country. While the number of retailers continues to grow, a new retailer management system has been established to strengthen working relationships with WFP. Regular meetings in locations with an active retailer base are resulting in increased performance and crisis management along with decreased operational risks.

[1] The maize bought from the farmers met East African Standards for Maize, which WFP uses as a benchmark in Somalia.

Annual Global Commodity Management Facility Purchases Received in Country (mt)

Commodity	Total
Corn Soya Blend	5,366
Maize	3,510
Ready To Use Supplementary Food	3,262
Sorghum/Millet	4,930
Split Peas	1,901
Vegetable Oil	1,474
Wheat	7,508
Total	27,951

Implementation of Evaluation Recommendations and Lessons Learned

An external evaluation of the last PRRO project carried out in 2015 recommended the streamlining of nutrition activities for maximum effectiveness in view of the Somali context and the funding limitations. More specifically, the

evaluation recommended the discontinuation of nutrition programmes in areas where malnutrition rates were not so high and the subsequent expansion of mother and child health and nutrition (MCHN) programmes to integrate both the preventative and treatment approaches to malnutrition. Considering the persistently high global acute malnutrition rates in 2016, WFP not only scaled up its MCHN programme but also expanded coverage to three additional sites in Mogadishu. However, due to the prevailing poor nutrition situation throughout the year, WFP could not scale down on prevention and treatment of acute malnutrition programmes. WFP remained an active member of the nutrition cluster as well as a member of the Strategic Advisory Group of the nutrition cluster. Through these different avenues WFP continued to ensure that its nutrition programmes were well aligned for an effective collaboration with the Ministry of Health, local authorities and United Nations agencies under the Joint Health and Nutrition Programme.

A WFP-commissioned nutrition causal analysis undertaken in 2015 emphasized the role of behaviour change communication (BCC) in addressing the cultural issues of child care, health, food preparation and immunization. Unlike previous BCC messaging that was primarily targeted at caretakers who are mostly women, the new strategy included specific messaging for girls, boys, men and women. WFP and UNICEF continue to train community nutrition workers on BCC especially in areas where Integrated Management of Acute Malnutrition and resilience programs are running.

A Strategic Review of the school meals programme was initiated in December 2016. Results are expected to provide insight into the future management of the programme, in particular on the issues of sustainability and increased government ownership of the school meals programme.

WFP Contribution to Infrastructure Development in Somalia

In order to achieve the core objective of tackling chronic malnutrition and recurrent food insecurity, WFP delivers essential food supplies and cash-based transfers largely utilizing local physical and financial capacity, and infrastructure. Regular and sustained access represents a critical challenge due to the surging insecurity, capacity limitations and inadequate infrastructure. Road access continues to be constrained by illegal checkpoints, road blockages, clashes along major access roads, and direct threats on humanitarian and commercial goods during transit. With the longest coastline (3,333km) in Africa, Somali ports are an important element of the supply chain for efficient and resilient humanitarian response, not only for WFP, but also other humanitarian actors operating in the region.

Through its special operations, WFP has over the years made significant contributions to the development of logistical infrastructure in Somalia by investing in port rehabilitation and capacity strengthening of port staff and management, repair of the feeder roads to the ports, and building of warehouses. Through special operation 105780 (2007-2013), WFP completed a thorough rehabilitation of the port of Mogadishu and the northern port of Bossaso. By dredging the port basins, and by installing navigation systems, communication and cargo handling equipment, WFP contributed to increased port traffic capacity. This has allowed the ports to operate larger vessels and decrease turn-around time. To help reduce the shortage of skilled workers within Somalia ports, and reduce shipping costs and losses through improved cargo superintendence and management, WFP also conducted training for 19 young pilots and 22 port personnel in the Mogadishu, Bossaso and Berbera ports under special operation 200475 (2013-2014). Upgrading Somalia's ports has had a positive economic impact, expanding market opportunities in both national and international trade. In 2017, WFP plans to support the rehabilitation of the Kismayo port and strengthen the capacity of the Kismayo Port Authority and the Ministry of Ports and Marine Transport.

Well operating ports play a crucial role in local trade and development by not only reducing the cost of supply and supporting fishery, but also by attracting transit operations, ship repairs and shipbuilding. As Somalia is positioned on the most important world sea trade routes, the maritime sector represents a major potential to the country's economy. By supporting the rehabilitation of the maritime infrastructure in southern Somalia, WFP will significantly advance the local economy. The increased commercial opportunities will in turn generate new national and international public and private investments.

Project Objectives and Results

Project Objectives

Decades of violence, political instability, and the recurrent food insecurity crises have led to large-scale displacement; forcing many Somalis to flee to neighbouring countries including Kenya. The influx of Somali refugees to Kenya throughout the years has resulted in a significant growth in refugee numbers and subsequent increase in the number of humanitarian organizations operating in refugee camps in northern Kenya.

Ongoing conflict and insecurity due to the continued presence of anti-government insurgents, especially in the southern and central parts of the country, has left 1.1 million Somalis displaced in their own country and in need of continued humanitarian assistance. The lack of a safe, secure and efficient commercial alternative endorsed by the United Nations to fly humanitarian personnel into and across Somalia made United Nations Humanitarian Air Service (UNHAS) one of the few available options to reach those locations safely in order to provide critical assistance and closely monitor lifesaving projects. In Kenya, no commercial airline operated between Nairobi and the refugee camps. The only alternative was to travel by road through insecure areas, which was risky and time-consuming.

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. A fluid security situation, poor infrastructure, long distances and lack of reliable air transport, has necessitated the continued presence of the UNHAS under special operation 200924 to facilitate access to key locations in support of life-saving relief programmes. This special operation was launched in January 2016 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 ending in December 2017. In addition to key locations in Somalia, UNHAS is crucial in facilitating access to the Dadaab and Kakuma camps and other locations in northern Kenya supporting life-saving relief programmes. Special operation 200924 has the following objectives:

- to provide non-governmental organizations (NGOs), United Nations 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 foods and high value information technology equipment; and
- to provide adequate capacity for evacuations of humanitarian staff.

In 2016, special operation 200924 played a critical role in support of WFP's protracted relief and recovery operation (PRRO) 200844 in Somalia where 40 per cent of the population were food insecure and in need of humanitarian assistance. The special operation also supported PRROs 200737 (refugee operations) and 200736 (relief and recovery) in Kenya. The special operation is linked to Strategic Objective 1 (Save lives and protect livelihoods in emergencies) of WFP's Strategic Plan (2014 – 2017), and to Sustainable Development Goals 2 (Zero Hunger) and 17 (Partnerships).



Approved Budget for Project Duration (USD)

Cost Category	
Capacity Dev.t and Augmentation	53,295,624
Direct Support Costs	3,573,602
Indirect Support Costs	3,980,846
Total	60,850,071

Project Activities

Over the years UNHAS has provided safe, cost effective humanitarian air services to Somalia. UNHAS personnel, both in Nairobi and Somalia, carry out aircraft and passenger handling operations as well as emergency security and medical evacuations. In 2016 UNHAS continued to operate six contracted aircrafts of varying capacities that were able to meet the demand for both cargo and passenger transport throughout the year without any serious air safety related incidents. The fleet operated on a regular fixed schedule transporting 38,107 passengers during the year, allowing WFP and other agencies to access and continue with their programmes in the two countries. In response to the May-June 2016 flooding in Beletweyne, UNHAS delivered 10 mt of WFP nutrition items using the DO-228 STOL aircraft.

In South and Central Somalia, UNHAS operated cargo flights (aircraft capacity 5 metric tons) on an ad hoc basis to newly accessible locations (Wajid, Hudur, Garbahare, Baidoa and Beletweyne) for delivery of urgent emergency nutritional supplements, food and non-food items. The cargo plane, Hawker Siddley (HSC-748), was introduced in 2014 to support WFP and the logistics cluster to deliver urgent inter-agency emergency food in remote areas and non-food supplies (NFIs). The plane delivered 72 mt of cargo to 3 locations for WFP and UNICEF in support of the humanitarian response to the cholera outbreak in southern Somalia in October and November 2016. The plane also transported 806 mt of WFP food commodities and 109 mt of specialised nutritional foods and NFIs to Hudur, Wajid, Baidoa, Dinsoor, Garbaharey, Tieglow, Bulu Burte, Dollow, Beletweyne and Kismayo. UNHAS facilitated 45 medical evacuation cases from Kakuma and Dadaab through its regular flight service.

Aviation security assessments and training needs analysis were carried out in all stations to enhance UNHAS passenger safety and security. Following the terrorist attack on Dallow airline in Mogadishu on 2 February, 2016, UNHAS aviation security procedures in Dollow, Galkayo, Garowe, Baidoa, Hargeisa and Mogadishu were reinforced. Portable explosive detectors were introduced and aviation security training carried out engaging UNHAS, United Nations Security and Airport Authorities personnel. The UNHAS Aviation Security officer closely monitored the implementation of security procedures to ensure their continuous improvement and adaptability to evolving situations.

The lack of a safe, secure and efficient commercial alternative endorsed by the United Nations to fly humanitarian personnel into and across Somalia, makes UNHAS one of few options to reach locations safely while providing high standards of aviation security. In a similar trend to 2015, 60 percent of the total operational cost was covered through the cost recovery mechanism, while 40 per cent was received from donors. While WFP projects a similar trend for 2017, continued donor support remains invaluable and vital to the affordability of humanitarian air transport, by covering the critical difference between actual costs and revenue generated from sales. Humanitarian air services continue to be crucial to the support of humanitarian relief programmes in the country, facilitating the delivery of humanitarian assistance to vulnerable Somalis.

Operational Partnerships

UNHAS in Somalia and Kenya was managed by WFP Somalia on behalf of the humanitarian community. The interests of the humanitarian community were represented by the User Group Committee and Board of Directors. The purpose of the user groups was to define requirements and priorities in terms of air transport and to monitor the quality of service. The Board of Directors provided overall administrative advice and policy guidance on funding modalities and mobilization, and reviewed air transport utilization and host government policies.

The UNHAS User Group Committee, composed of United Nations agencies and NGOs, held quarterly meetings in Nairobi for Somalia and Kenya operations, along with dedicated user group meetings in Dadaab and Kakuma. Additionally, on a number of occasions, UNHAS formally briefed the Somalia international NGO forum on security, performance and operations to ensure information is broadly shared among all users. Information related to quality of services, changes in flight schedules, locations and aircraft maintenance was timely and regularly shared with users through User Group Committee meetings and user notification notices.

Performance Monitoring

UNHAS used the corporate Aviation Performance Management tool which monitored key operational performance indicators such as load factors, cost efficiencies, passenger and cargo trends. User group meetings were held on a quarterly basis and a passenger survey launched at end of the year to receive user feedback. Feedback received through these forums enabled UNHAS to review and assess the changing needs of the humanitarian community and amended schedules where practical or introduced new locations accordingly. UNHAS will continue to monitor

and analyse passenger trends regularly in order to ensure optimum fleet utilization.

Results/Outcomes

Strategic Objective: Save lives and protect livelihoods in emergencies (SO1), Outcome 4: National institutions, regional bodies and humanitarian community are able to prepare for, assess and respond to emergencies.

UNHAS ensured regular scheduled flights to insecure areas in Somalia that were often not accessible by road, and provided a weekly scheduled service in Kenya to United Nations agencies and NGOs engaged in humanitarian activities in the refugee camps in Dadaab, Kakuma and other locations in northern Kenya and in Somalia. The regular air services provided by UNHAS under the special operation contributed to the success of life saving humanitarian operations in Somalia and Kenya, by providing safe and regular services and cargo operations, which enabled humanitarian agency personnel to access locations lacking commercial alternatives and initiate, implement and manage their respective aid responses.

In 2016, UNHAS provided air transport service to staff from 146 humanitarian agencies in Kenya and Somalia, flying an average of 455 flight hours per month, transporting 3,176 passengers monthly, and delivering 434 metric tons of cargo to 34 locations. High levels of insecurity in Somalia impacted UNHAS operations throughout the year. A long standing clan conflict over boundaries in Galkayo erupted again in mid-2016, resulting in the cancellation of a number of flights. An increase in insurgent attacks against high profile installations such as the Mogadishu International Airport and other government and United Nations premises led to heightened security advisories, requiring the compulsory reduction of United Nations staff movement and presence of United Nations staff members at the airport, where the United Nations mission in Somalia is based. The security situation and the limited accommodation available to United Nations and NGO staff in Mogadishu resulted in reduced staff presence and travel to Somalia. As such, the number of passengers transported between Nairobi and Somalia dropped by 7 percent compared to 2015. On the other hand, the scale up of the voluntary refugee return programme from Dadaab to Somalia in 2016, prompted an increase in the number of UNHCR staff travelling between Nairobi and Dadaab. In addition to its regular services, UNHAS provided vital assistance and support to UNHCR, transporting 2,169 Somali returnees under the Voluntary Repatriation Program on dedicated flights from Dadaab to Mogadishu, Baidoa and Kismayo. In Kenya there was a one percent increase in passengers transported and a 33 percent increase in cargo transported on the Kakuma route, as the escalating conflict in South Sudan saw more asylum seekers arriving in Kakuma. This increase in activity in Kakuma led to more agency personnel being based and travelling there. Quarterly user group meetings were conducted to assess needs of user agencies. As a result, bi-monthly flights from Mogadishu to Kismayo were regularized and a third weekly flight from Nairobi to Kakuma was introduced.

Ad-hoc flights to locations such as Beletweyne, Hudur, Wajid, Luuq and Kismayo also increased during the year, allowing WFP and other agencies to assess needs and continue their programmes in these areas. By providing regular and reliable flights throughout the year, UNHAS enabled humanitarian personnel to implement and closely monitor life-saving projects both in Kenya and Somalia. The flexibility employed by UNHAS in flying to dangerous and remote locations to carry out medical evacuations prevented and helped mitigate the risk humanitarian staff are exposed to in both Somalia and Kenya.

Sustainability, Capacity Development and Handover

Although Somalia has experienced many positive developments in recent years, the country remains fragile with many political, social and economic challenges. Insecurity and bureaucratic impediments continue to hinder humanitarian access for the millions of vulnerable Somalis in need of support. Internal localized conflicts continue to result in a high level of insecurity in the country, which makes surface travel hazardous for humanitarian aid and relief workers. In most parts of Central and Southern Somalia, surface travel can only be undertaken with armed guards in the newly accessible areas, mainly towns, where the Somali Federal Government has established control and administration. This has created “urban islands” that are exclusively reachable by air. The need for continued air services in Somalia remains high.

In 2016, five national staff members were trained and received International Air Transport Association certification on the regulations governing carriage of dangerous goods. UNHAS Aviation Security officers performed onsite

aviation security training in Garowe, Galkayo and Dollow to enhance field security procedures and screening techniques. 21 government airport security officers, 11 United Nations security officers and 4 UNHAS staff members successfully completed the course.

At the moment, local commercial companies do not have the capacity and only two are cleared by the United Nations system to support the movement of humanitarian staff and commodities in Somalia and Kenya to the required locations; therefore, no handover is envisaged in the short term. In the event that security improves and more commercial airlines are cleared for use by the United Nations entities in Somalia, UNHAS may reduce existing operations.

Figures and Indicators

Data Notes

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UNHAS aircraft delivers WFP nutrition commodities for people displaced by flooding in Beletweyne in South Central Somalia

Output Indicators

The amount of cargo transported is an UNHAS output. This was light cargo transported on UNHAS passenger aircrafts as opposed to the 806 mt of WFP food that was transported by cargo plane and charged to PRRO 200844.

Project Indicators

Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
SO1: Special Operation (Air Ops)				
Number of agencies and organizations using humanitarian air services	agency/organization	130	146	112.3%
Number of assessments/surveys conducted	assessment	4	4	100.0%
Number of locations served	site	30	34	113.3%
Number of passengers transported monthly against planned (passengers transported)	individual	3,000	3,176	105.9%
Percentage of passenger bookings served	%	95	98	103.2%
Percentage response to medical and security evacuation	%	100	100	100.0%
Quantity (mt) of cargo transported	Mt	240	434	181.0%