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Emergency Plan of Action (EPoA) Kenya : Mandera Bus Attack



DREF Operation	Operation n°:MDRKE032
Date of issue: 3 December, 2014	Date of disaster: 22 November 2014
Operation manager: Dennis Kjeldsen, IFRC Operations Coordinator ,East Africa Regional Representation	Point of contact : Dr. Abbas Gullet, Secretary General, Kenya Red Cross Society
Operation start date: 22 November 2014	Expected timeframe: Three months (1 December 2014 -1 March 2015)
Overall operation budget: CHF 125,604	
Number of people affected: 2,483	Number of people to be assisted: 2,483
Host National Society(ies) presence (n° of volunteers, staff, branches: Counties in the targeted areas (Gusii, Kakamega, Keiyo, Mandera, Marakwet, Muranga, Nairobi and Nyeri.	
Red Cross Red Crescent Movement partners actively involved in the operation (if available and relevant): IFRC and ICRC	
Other partner organizations actively involved in the operation: Government of Kenya (National Disaster Management Unit, National Disaster Operation Centre)	

<click [here](#) for the DREF budget; [here](#) for contact details>

A. Situation analysis

Description of the disaster

On Saturday, 22 November, 2014 at approximately 0545HRS, a bus travelling from Mandera Town, North East Kenya to Nairobi was attacked at Ledhi, in the Arabia area, 30km from Mandera Town. The attackers, suspected to be Al Shabaab militants are reported to have been heavily armed, and diverted the bus off the road and forced all passengers aboard to alight. The passengers are reported to have been separated into two groups by the militants. One group was freed while the second group of 28 (comprising of 19 males and 9 females) was executed (shot dead). The Al Shabaab group has claimed responsibility for the attack, as retaliation to the closure of mosques in Mombasa.

Following the killings the Kenya National Union of Teachers (KNUT), an umbrella body for teachers in Kenya announced that none of its members (Teachers) would go back to Northern and North Eastern Kenya on professional practice. The Medical Practitioners Union also announced to its members to evacuate from North Eastern counties for security reasons. It is widely expected that the evacuation will create a humanitarian crisis due to shortage of health workers in a sector that is entirely dependent on human skills. It is reported that 11 health facilities spread across Lafey, Mandera East and Mandera North sub counties have already been closed. On 25 November 2014, it was reported that a group of about 150 professionals had been camping at the Mandera airstrip for three days awaiting evacuation (the airstrip is located in a military camp). On 26 November 2014, over 500 non-locals were reported to have moved to Administration Police Camps and Army base and are expecting to be relocated back to Nairobi for fear of being attacked. As of 28 November 2014, it has been reported that over 40 people have been airlifted by a military helicopter to Nairobi.

Summary of the current response

Overview of Host National Society

The Kenya Red Cross Society (KRCS) response team comprising of eight staff and nine volunteers accessed the scene at around 10:00hrs; and supported officers from National and County Governments to retrieve the 28 bodies of the deceased. The bodies were moved to Mandera town where the KRCS supported officers from Mandera District Hospital to carry out initial preservation of the bodies to delay decomposition. In addition, initial identification of the bodies was also carried out. The bodies were later on airlifted to Nairobi where another team from the Kenya Police and KRCS were involved in transferring them from the airport to Chiromo Mortuary within Nairobi. The deceased were professionals working as civil servants in Mandera, but hailed from other counties in Kenya, and included: 24 teachers

who were heading home for December holidays after schools closed, one clinical officer, one pharmaceutical technologist (both working for the Ministry of Health (MoH), and one police officer and his spouse.

From Sunday 23 November to Tuesday 25 November 2014, the KRCS established a Psychosocial Support Centre at the Chiromo Mortuary to support family members, friends and relatives of the deceased. This phase of the operation focused on emotional support/management, followed by individual counselling sessions. By Tuesday 25 November 2014, a total of 426 people had been counselled. On 23 November 2014, a tracing desk was also set up at Chiromo, and nine tracing requests were received. All the cases were positively closed the same day.

Overview of Red Cross Red Crescent Movement in country

The IFRC Eastern Africa and Indian Ocean Islands regional representation is located in the country and supports operations in 15 countries across the region, including the KRCS. The KRCS hosts a number of Participating National Societies including: Australian, Austrian, British, Canadian, Danish, Finnish, German, Japanese, Netherlands, Norwegian, and Swedish Red Cross. The ICRC regional delegation is also hosted in Nairobi which serves as a hub for operations in Eastern and Central African countries. IFRC has held an operational strategy teleconference on the Mandera Bus Attack and came up with an agreed operational strategy.

Overview of non-RCRC actors in country

The KRCS was assisted by the central and county government's officers in the retrieval of the 28 bodies of the deceased from the attack scene. Health officers from Mandera District Hospital also worked with KRCS staff and volunteers to carry out initial bodies' preservation. Government of Kenya (GoK) police aircraft was used to airlift bodies to Nairobi. The National Disaster Management Unit provided logistical support for the bodies from the airport to Chiromo Mortuary. The National Disaster Operation Centre ensured the coordination of the movement of the bodies to the Chiromo Mortuary. Individual counsellors some from Amani Counselling Centre worked in conjunction with KRCS volunteers and staff in counselling the families and friends of the bereaved. The United Nations Population Fund has supported the funding of counselling activities, which were carried out from 22 to 25 November 2014 at the Chiromo Mortuary. In Mandera, community elders are leading peaceful coexistence discussions between locals and non-locals. Security officers have been deployed in Mandera to pursue the attackers.

Needs analysis, beneficiary selection, risk assessment and scenario planning

Needs assessment

Following the Mandera bus attack, there is a need to provide psychosocial support to the people affected to help them cope better with the death of their family members; as well as help non-locals within the county resume their normal activities and lives. Furthermore, those involved in the response, including the Kenya Defense Forces and police officers, KRCS staff and volunteers, and Chiromo Mortuary staff also require psychosocial support.

Beneficiary selection

Please note that the beneficiaries of this DREF operation will include:

- 28 Bereaved families, who are mostly from the Gusii, Kakamega, Keiyo, Marakwet, Muranga, Nairobi and Nyeri counties – comprising an estimated 140 people (five persons per family).
- 31 survivors who witnessed the shooting and their families, who will be traced by the KRCS and are believed to be based in the Coast and North Eastern regions – comprising an estimated 186 people (31 survivors and an additional five persons per family)
- 16 KRCS staff and 21 volunteers that were involved in the response.
- Security personnel (100).
- 28 Chiromo Mortuary staff who received the bodies; and have with time been affected with increased number of dead bodies as result of other attacks and accidents. They were involved in identification and preservation of the bodies following the Mandera bus attack and the recent attack and killing of administration police officers in Kapedo.
- Approximately 2,000 people in the county including locals, non-locals and non-Muslims who are now living in fear and traumatized by the attack. It is reported that a number of them have moved from their homes to the airstrip and are requesting for the Government to evacuate them as they do not believe they are safe in Mandera.

In total, 2,483 people are expected to be reached in eight counties (Gusii, Kakamega, Keiyo, Mandera, Marakwet, Muranga, Nairobi and Nyeri) through the psycho social support activities, which will be carried out within this DREF operation.

Risk Assessment

As of 28 November 2014, there are no threats in Mandera County but people are camping in police camps because of fear from being attacked. Restricted movement in and out of the county is anticipated and this might to some extent affect KRCS activities. Safer access sensitization and close liaison with security officers on the ground will be important to enhance safety of staff, volunteers and the community.

Scenario Planning

In the last six months, the country has witnessed increased deterioration of security in the coastal strip, North Rift Counties and North Eastern characterized by high numbers of fatalities injuries and displacement. Many security personnel have lost their lives resulting to a perceived loss of control of insecurity by the government.

The latest attack where the Alshabaab killed 28 bus passengers in Mandera resulted to lack of confidence among non residents of North eastern Kenya living in areas of Mandera and larger North Eastern region. Increased movement out of the area has been witnessed in Mandera, Wajir and Daadab areas in North Eastern Province. The situation is likely to unfold in the following ways

Scenario 1: Normalization of the security situation in Coastal areas, North Eastern (including Mandera) and other areas recently affected by conflict leading to resumption of normal activities with little or no humanitarian situation.

Scenario 2: Current situation remains with movement of population experienced in only the affected areas with the government succeeding to reassure the affected communities of their safety and security. Humanitarian situation stabilizes in the current status with needs gradually reducing due to gradual resumption of normal livelihood conditions.

Scenario 3: Recurrence of interethnic clashes in North Rift, Northern Kenya and sporadic militia attacks in North Eastern areas (including Mandera) and Coast region against non Muslim population leading to increased tension and reduced lack of confidence in the government security machinery leading to sporadic movement of population in the affected areas resulting to partial interruption of life support services including medical, transport, food availability and education.

Scenario 4: Increased inter-ethnic conflict among the pastoralists communities in Baringo, Turkana Samburu, Marsabit, Mandera and attacks by the Al Shabaab in larger North Eastern region and Lower Coast areas and major urban areas leading to total lack of confidence in the government security. This situation will be characterized by:

- i. Massive fatalities and injuries across the affected regions.
- ii. Increased control of daily activities by militias in the affected locations.
- iii. Increased movement of populations perceived as not ethnically or religiously correct out of the affected areas.
- iv. Increased humanitarian crisis in the affected areas due to acute shortage of life support services.
- v. Increased political activities across the country characterized by riots in major urban areas resulting to interruption of communal services hence widening humanitarian situation in the areas not directly affected by conflict.
- vi. Reduced humanitarian actors as agencies withdraw staff due to security concerns in most parts of the country.

B. Operational strategy and plan

Overall objective

The overall objective of this operation is to provide individual and group psycho social support to the immediate families and friend of those affected by through the attack, those involved in the response and the general community. The DREF will also cover the cost of the response to date, including replenishments and mileage incurred during the assessment and coordination of the response.

Proposed strategy

Through the DREF operation the following strategy has been prioritized:

- Build the capacity of the KRCS to provide support to the affected through the training of 43 staff and volunteers (consisting of 11 staff and 32 volunteers) on psycho social support. The psycho social support training will help increase the number of staff and volunteers with these skills within the National Society; and will not only be utilized during this operation but also in future operations, should there be further attacks of this kind, given the protracted crisis in the affected areas. They will also serve as “Trainer of Trainers” (ToTs) when needed. Two trainings will be carried out, which will be supported by two facilitators (four in total).
- Provision of psycho social support by the staff and volunteers to the families of those affected by the incident; survivors and family members who will be traced in their respective counties, those involved in the response, and the community affected by the trauma. Psycho social support sessions will be carried out through home visits, small group sessions of approximately (8-15 people) individual one on one session with the staff and volunteers trained as counsellors. It is expected that the support will comprise an initial psycho social support session, and a follow up session, i.e. two sessions in total. Professional counsellors accredited by the MoH (two per county; 16 in total), will provide support for two days per month to the affected families. The counsellors will be supported by the volunteers, which will also help build their skills. The professional counsellors will provide supervision and briefing of the staff and volunteers – it is expected that these sessions will be carried out in month two and three of the operation.
- Strengthening of National/County coordination mechanisms (MOH mental health coordinator) to provide psycho social support in case of any emergency within the county; and update them on the activities being carried out within the operation. The KRCS will participate in coordination mechanisms, including the National Task Force; and other national/county level coordination meetings with the MoH and other agencies.
- Procurement of body bags and first aid kits for replenishment of the ones utilized during the response.

Operational support services

Human resources

As has been stated, 43 staff (11) and volunteers (32) will be trained on provision of psycho social support and provide the same to the target population.

Volunteers involved in the Immediate response	21 volunteers (nine in Mandera and 13 in Chiromo)
Staff involved in the immediate response (Mandera and Nairobi)	16 staff (eight in Mandera and eight in Chiromo)
Professional Counsellors involved in immediate response (Nairobi)	eight
Volunteers to be trained	32
Staff to be trained	11
Professional counsellors to be engaged for provision of services	16 (two per county)

These will be both new and existing volunteers though most of them only have basic or no counselling skills and are not able to provide effective trauma counselling. As such, 16 external professional counsellors will provide their services in support of the staff and volunteers, and well as provide supervision and briefing.

Two psycho-social support officers will also be recruited to ensure the effective implementation of the DREF operation.

Logistics and supply chain

The KRCS will coordinate the movement of staff and volunteers involved in the operation to the areas where the affected families are and also within Mandera County to ensure they reach as many people as possible to offer psychosocial support. Please note that costs have been budgeted for transportation to/from the areas of intervention, including flights and mileage in support of monitoring, home visits and tracing activities.

Communications

Effective communication will be done through a range of channels, which will be focused on building trust among the communities. The messaging and community awareness will be tailored on decreasing fear and raising awareness on psycho social support. The messaging will target various groups, including key stakeholder groups and opinion leaders. Appropriate information on the unfolding humanitarian situation will be delivered promptly to the KRCS County office(s) and other relevant partners for information and awareness and response planning.

DMIS platform will be updated when need be.

Planning, monitoring, evaluation and reporting (PMER)

The National Society headquarters (through an operations team) will support the implementing teams to ensure effective, timely and efficient delivery of operation. The monitoring process will focus on among others, adherence to minimum standards in humanitarian service delivery, compliance to humanitarian principles guiding the Movement's humanitarian operations, timeliness in delivery of supplies and services to beneficiaries, management of supplies during storage, accuracy, completeness and timeliness of reporting among others. Field monitoring and technical support visits will be conducted where necessary. The KRCS will work closely with the IFRC Eastern Africa Regional Representation Office to strengthen the implementation of the operation. Joint monitoring visits (IFRC and KRCS) will be subject to security clearance by the security unit at KRCS and IFRC.

Administration and Finance

The KRCS has a permanent administrative and financial department, which will ensure the proper use of financial resources in accordance with conditions to be discussed in the Memorandum of Understanding between the National Society and the IFRC Eastern Africa regional representation. Management of financial resources will be effective according to the procedures of the KRCS and IFRC

Security

The KRCS security team through leadership of the senior management have been doing security monitoring in close liaison with the government at national and county level. This exercise will continue to inform the DREF intervention as well as for preparation of the contingency plan. If people feel threatened, KRCS will conduct frequent visits in liaison with government security machinery in order to assure people of their protection. These visits will help in triggering responses and immediate protection measures. At present, safety standards have been shared out to the counties which have experienced security challenges in the recent past and others which might experience security challenges. Safe access training had been conducted in the month of September 2014, where all KRCS county representatives participated Training on safe and dignified burials has also been conducted though cascading of the same will be required.

Output 1.3: Provide individual and group psycho social support to the immediate families and friends of those affected by through the attack													
Activities planned	Week / Month	1	2	3	4	5	6	7	8	9	10	11	12
Initiate contact with families for provision of counselling services													
Provision of group and individual counselling services to families of the bereaved													
Output 1.4: Provide individual and group psycho social support to responders and staff involved in the response(including security personnel and mortuary attendants)													
Activities planned	Week / Month	1	2	3	4	5	6	7	8	9	10	11	12
Provision of group and individual counselling services to responders													
Output 1.5: Provide individual and group psycho social support to the general community of Mandera													
Activities planned	Week / Month	1	2	3	4	5	6	7	8	9	10	11	12
Mobilize community in Mandera for the counselling services													
Provision of group and individual counselling services to general community in Mandera													
Output 1.6: Provide safe and dignified burials													
Activities planned	Week / Month	1	2	3	4	5	6	7	8	9	10	11	12
Preservation of bodies													
Procurement of (28) body bags													
Output 1.7: Replenish First Aid kits													
Activities planned	Week / Month	1	2	3	4	5	6	7	8	9	10	11	12
Procurement of First Aid kits used in Madera immediate response													

Budget

See attached budget for more details.

Contact information

For further information specifically related to this operation please contact:

- **Kenya Red Cross Society:** Abbas Gullet, Secretary General; Phone: +254 20 603 593; email: gullet.abbas@kenyaredcross.org
- **IFRC Regional Representation:** Finnjarle Rode, Regional Representative for East Africa; phone: +254 20 283 5000; email finnjarle.rode@ifrc.org
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For Resource Mobilization and Pledges:

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For Performance and Accountability (planning, monitoring, evaluation and reporting enquiries)

- **In IFRC Zone Nairobi, Kenya:** Robert Ondrusek, PMER Coordinator, phone +254 283 5000, email: Robert.ondrusek@ifrc.org

How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

DREF OPERATION

03/12/2014

MANDERA BUS ATTACK BUDGET

Budget Group	Budget CHF
Shelter - Relief	0
Shelter - Transitional	0
Construction - Housing	0
Construction - Facilities	0
Construction - Materials	0
Clothing & Textiles	0
Food	0
Seeds & Plants	0
Water, Sanitation & Hygiene	0
Medical & First Aid	776
Teaching Materials	0
Utensils & Tools	0
Other Supplies & Services	0
Emergency Response Units	0
Cash Disbursements	0
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	776
Land & Buildings	0
Vehicles Purchase	0
Computer & Telecom Equipment	0
Office/Household Furniture & Equipment	0
Medical Equipment	0
Other Machinery & Equipment	0
Total LAND, VEHICLES AND EQUIPMENT	0
Storage, Warehousing	0
Distribution & Monitoring	0
Transport & Vehicle Costs	7,650
Logistics Services	0
Total LOGISTICS, TRANSPORT AND STORAGE	7,650
International Staff	0
National Staff	0
National Society Staff	21,121
Volunteers	30,851
Total PERSONNEL	51,972
Consultants - IFRC Evaluation	0
Professional Fees	35,209
Total CONSULTANTS & PROFESSIONAL FEES	35,209
Workshops & Training	0
Total WORKSHOP & TRAINING	0
Travel	22,332
Information & Public Relations	0
Office Costs	0
Communications	0
Financial Charges	0
Other General Expenses	0
Shared Support Services	0
Total GENERAL EXPENDITURES	22,332
Programme and Supplementary Services Recovery	7,666
Total INDIRECT COSTS	7,666
TOTAL BUDGET	125,604