

**WFP Aviation (HQ) Special Operation 200280:
WFP Aviation Global Emergency Response**

B/R No.: 02

➤ BUDGET REVISION FOR SOs FOR THE APPROVAL OF THE DED & COO

	<u>Initials</u>	<u>In Date</u>	<u>Out Date</u>	<u>Reason For Delay</u>
<u>ORIGINATOR</u>				
OSLA
<u>CLEARANCE</u>				
Project Budget & Programming Officer, RMBP
Chief, RMBP
Chief, OSLT
Director, OSL
Director, RMB
<u>APPROVAL</u>				
Deputy Executive Director and COO

PROJECT WFP Aviation Global Emergency Response SO 200280			
	Previous Budget	Revision	New Budget
CD&A (US\$)	\$12,685,200	\$5,299,531	\$17,984,731
DSC (US\$)	\$2,139,840	\$362,500	\$2,502,340
ISC (US\$)	\$1,037,753	\$396,342	\$1,434,095
Total WFP Cost (US\$)	\$15,862,793	\$6,058,373	\$21,921,166

<u>TYPE OF REVISION</u>			
<input checked="" type="checkbox"/> Additional DSC	<input checked="" type="checkbox"/> Additional CD&A	<input checked="" type="checkbox"/> Extension in time	<input type="checkbox"/> Other

NATURE OF REVISION:

A budget revision to Special Operation 200280 “WFP Aviation Global Emergency Response” is proposed in order to extend the provision for two emergency response helicopters for an additional one year from 1st January until 31st December 2014, with a subsequent budget increase of US\$6,058,373.

1. In the period 2008- 2010 there were a considerable number of large emergencies where affected populations could not be reached using surface transports means and helicopters proved vital in ensuring the delivery of life-saving relief items. On these occasions WFP was requested to activate UNHAS services and deploy helicopter assets to support the response of the humanitarian community. These emergencies included the Myanmar cyclone of 2008, the Philippines cyclone of 2009, the Haiti hurricanes in 2008 and earthquake in 2010 and the Pakistan floods of 2010. Subsequent to these emergencies, WFP established a standby fleet of specialised helicopters in Uganda in 2011, along with the introduction of other aviation preparedness activities under this Special Operation. The objective was to reduce the lead-times required for the deployment of helicopter assets in major emergencies.
2. For the emergency operations mentioned above the lead-time for mobilizing the required helicopters and having them operational in the field was between seven and twenty-one days. This included the time required for chartering, dismantling, ferrying and reassembling the helicopters plus mandatory test flights before tasking. The UNHAS helicopters used in Haiti in 2010, for example, were deployed from Ukraine, as were the majority of the UNHAS helicopters deployed to the Pakistan flood response that same year. In order to improve the overall response time of the humanitarian community at the onset of an emergency, the lead-time for the deployment of helicopters need to be reduced.
3. Helicopter assets may not always be available in the country or region where they are required and, in times of emergency, moving them around the globe is a costly exercise and valuable days are lost dismantling, freighting, reassembling and testing before such air assets can be put into operation. Market competition also increases during large emergencies, driving up prices. In addition the operating environment in an emergency may not always be suitable for a standard heavy duty helicopter. Specialised equipment for independent cargo sling operations, modified cargo areas, auxiliary power units, mobile workshop, enhanced navigation systems and long range fuel tanks are often required and are not standard features in all helicopters. These specific requirements reduce the pool of aircraft available for deployment, while refitting them on aircraft takes additional time.
4. This Special Operation was established using a two-pronged approach. The first was the establishment of a fleet of two pre-contracted helicopters, on standby in Entebbe, Uganda for use by the humanitarian community through UNHAS. The standby fleet is pre-fitted with specialised equipment and is available for immediate deployment within the region and further afield, if required. The second part of the approach was the minimization of prepositioning costs by pre-evaluating an increased number of local air operators in regions such as Asia and South America that could then be contracted for immediate deployment by WFP when required, coupled with carrying out preparedness exercises with local authorities in disaster-prone countries.

OPERATIONAL ACTIVITIES IN 2013

5. In 2013 the standby helicopter fleet was utilized by various humanitarian organisations within the region for vital operations on a cost-recovery basis. These included a helicopter deployment on behalf of UNHCR for a period of five months to support refugee programmes in Eastern Chad during the rainy season when access by fixed wing aircraft became impossible. The helicopter was based in Goz-Beida and performed daily flights into the east of the country. In addition one of the standby helicopters was based in Goma, DRC from where it was used on a cost recovery basis by ECHO partner agencies. The immediate availability of a helicopter in Goma during periods of high insecurity during 2013 was highly appreciated by the humanitarian community in DRC as it was used for numerous missions including the following:
 - Evacuation of NGO personnel from Kitchanga to Goma in March 2013 after the eruption of armed conflict between ethnic groups. The conflict resulted in the displacement of the population and the standby helicopter was also used to bring in six metric tonnes of high energy biscuits for distribution to the displaced population.

- As a result of the above-mentioned conflict, an MSF field hospital was burnt to the ground. The helicopter was used to transport medical personnel, essential medical equipment, medicines and supplies to enable MSF urgently re-establish the hospital.
 - During the same period, the helicopter was used to evacuate NGO staff from Kirumba to Goma due to insecurity in the area.
 - In August 2013 the helicopter carried out medical and security evacuations of humanitarian personnel from Katwe to Goma.
 - During a period of heavy fighting in Goma in August 2013, the helicopter was temporarily relocated to Bukavu from where operations continued with security evacuations of humanitarian personnel from various deep-field locations to Bukavu.
 - In September 2013 the helicopter was used to carry out a joint “Reduction in Maternal Mortality” mission in the Kamango region for a population displaced by rebel fighting. The helicopter was used to transport vaccines, medicine and food as well as a team of nineteen humanitarian personnel.
 - In November 2013 the helicopter was to retrieve the bodies of two humanitarian workers killed in a road traffic accident in a remote area of South Kivu.
6. From 1st January to 30th November 2013 the standby helicopter fleet transported 3,941 passengers and 148.14 metric tonnes of cargo. In addition it was used to carry out 55 security and 8 medical evacuations.

JUSTIFICATION FOR THE REVISION:

7. During 2013 the standby helicopter fleet was not deployed to any large scale emergency operations under the funding structure of this Special Operation. However this was in large part due to the nature of the natural disasters and conflicts that occurred during the year. There were no major emergencies in 2013 that required the deployment of the standby helicopters. For instance, the Mozambique flood response in January 2013 required only a light helicopter for aerial assessments, while for the response to Typhoon Haiyan in the Philippines in November 2013 helicopter assets were available locally due to the Philippines having a viable aviation industry. It is noteworthy that the mobilisation time for the helicopters used by UNHAS in the Philippines was reduced as the operator had been pre-identified and cleared by WFP Aviation as part of the preparedness activities undertaken in the first eighteen months of this Special Operation.
8. Looking at the broader period since the project began in 2011; the concept of the standby helicopter fleet has proven itself with deployments to emergencies in Ethiopia and South Sudan along with numerous missions carried out on a cost recovery basis. The fleet has demonstrated itself to be a vital tool in the emergency response efforts of the humanitarian community, adding to the effectiveness and efficiency of these responses. In addition, while the number and scale of emergencies that occurred in 2013 was less than in previous years we cannot discount the possibility of major emergencies going forward. A specially equipped standby helicopter fleet, pre-contracted by WFP that mitigates factors that lead to long deployment times for helicopter assets is still a viable tool for the humanitarian community in emergency operations. In addition the cost recovery activities of the helicopter fleet reduce the level of stand-by costs that need to be covered by donor funding thereby contributing to the sustainability of the project.
9. The fleet has a proven capability in serving the needs of the Humanitarian Community in the region within an immediate deployment radius of 4,800 km within 72 hours. Without the need for secondary cargo aircraft for prepositioning, and the requisite dismantling and reassembly, the assets could be operational in the region within 24 hours and at a much reduced cost (see attached map). The standby fleet can be deployed to areas further afield with the use of a secondary cargo aircraft. While the prepositioning would still be costly, the availability and contracted rate of the helicopter would be guaranteed.
10. Africa continues to be the theatre of multiple natural and man-made disasters such as civil conflicts, floods, droughts and pandemics which, coupled with the level of development in most African countries, make them vulnerable to disasters. The stand-by fleet of two MI-8 helicopters will remain based at Entebbe airport in Uganda. Entebbe is a geographically central location from where MI-8 helicopters can be deployed under their own means as far afield as Pakistan and Madagascar and all of continental Africa. Furthermore, Civil Aviation Authorities in Uganda facilitate the operation of imported aircraft without restrictions, including the Ilyushin 76 which is the most suitable commercial cargo for the long-distance airlift of two MI-8 helicopters. Entebbe is also centrally located in regards to other regional aviation offices such as WFP Aviation, United Nations Department of Field Support (UNDFS) and ECHO Flight.

11. While the standby helicopter fleet has proven itself to be an effective tool for the humanitarian community's emergency response capacity, the sustainability of the project needs to be considered. Changes in the global aviation market, with available helicopter assets increasing due to the drawdown of multi-national forces in countries such as Afghanistan, may open up possibilities for a different approach to helicopter standby capacity that was not possible in recent years. During 2014 WFP Aviation will assess the feasibility and cost of different standby modalities including fast-deployment agreements with commercial operators who have an increasing availability of specialised aircraft suitable for emergency response.
12. The staff structure in 2014 is proposed as following :
 - A Regional Air Transport Officer based in Kampala will continue coordination and supervision of emergency deployments and operations and ensure technical and administrative support, Emergency Response Plan (ERP) implementation, flight tracking, and safety oversight. The Regional Air Transport Officer will report to the Chief of WFP Aviation, Rome.
 - An Air Transport Officer post based in Kampala will be directly responsible for the helicopter tasking and the operational management during deployments and will be reporting to the Regional Air Transport Officer. The Air Transport Officer will be supported by a National Air Movement Officer.
13. The budget is based on two provisional deployments to global emergencies in 2014.¹ The stand-by activities and the global emergency deployments will be funded by donors. Costs associated with interagency deployment for non-global emergencies will be funded by user agencies on a cost recovery basis.
14. The objectives of the project will remain as follows:
 - Reduce the lead-time required for the deployment of helicopter air assets for emergency response operations;
 - Ensure that the humanitarian community has access to affected populations through the provision of a safe, efficient, and cost-effective inter-agency air transport service to United Nations agencies, Non-Governmental organizations (NGOs), and donor organizations;
 - Ensure access to urgently needed light relief items and cargo, such as medical supplies, high energy foods, and Information and Communication Technology (ICT) equipment, through the provision of light air cargo services;
 - Ensure humanitarian personnel deployed in the areas of operation can be evacuated in a safe and timely manner in case of a security or medical emergency.
15. The operation will continue to be monitored in line with the following key performance indicators (KPIs):
 - Number of emergencies supported per year (Target: 2 emergencies)
 - Helicopter deployment timeframe from call forward of standby capacity to commencement of operations in the emergency theatre (Target: 2-6 days, depending on clearances)
 - Response to medical and security evacuations (Target: 100 percent).
 - Aircraft utilisation: Number of cost recovery based deployments (Target: Minimum of 6)
16. The objectives and the KPIs in paragraphs 13 and 14 are linked to WFP's Strategic Results Framework and Strategic Objective 1: Save lives and protect livelihoods in emergencies.
17. In those emergencies where the deployment of helicopters is required, the humanitarian community will benefit from reduced lead times for the deployment of helicopter assets at the onset of emergency response operations. This will facilitate the timely delivery of life-saving relief items to affected populations.

This budget revision for an extension in time until 31 December 2014 and a budget increase of US\$6,058,373 is recommended for approval by the Deputy Executive Director & COO.

¹ This SO will cover one month of deployment costs for two emergency operations for each helicopter. This will be taken into account when budgeting UNHAS emergency projects in order to avoid duplication of budgeting and funding requirements..

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Annex A

WFP Aviation Global Emergency Response, Map

