



**WFP Sudan**  
**SPECIAL OPERATION SO 10181.5**

Country:	Sudan
Type of project:	Special Operation
Title:	Provision of Humanitarian Air Services in Sudan
Total cost (US\$):	<b>US\$ 89,030,899</b> (including nominal booking fee income)
Funding requirement	<b>US\$ 59,030,899</b>
Duration:	One year (01.01.2009 – 31.12.2009)

### **Abstract**

This Special Operation is established to continue provision of safe, reliable and efficient air transport to Humanitarian activities in Sudan in 2009.

During the second quarter 2008 the South Sudan air operations, previously functioning on full cost recovery basis and funded through the Operations Lifeline Sudan (OLS) Special Account, was merged with the activities in the North, ensuring thereby increase of air asset utilization and allowing flexibility in mobilizing air assets in response to different emergency humanitarian interventions within the country.

The service will be organized and managed by WFP following the collective request of humanitarian agencies and donors to facilitate movement of humanitarian workers who need to implement and monitor various projects in the country.

### **1. Project Background**

Sudan humanitarian air operation was initiated in 2004 in response to the Darfur Emergency, while in the south a parallel operation under full cost recovery has been in place for over 10 years. To date, security situation in Sudan remains volatile and continues to impede humanitarian operations, particularly in Darfur, Abyei and Northern Bahr El Ghazal. Surface transport remains extremely dangerous and allows very limited access which leaves air transport as the only secure transport option. Domestic commercial air transport is not available to most of the locations to where the humanitarian aid community needs to travel and where the limited service which exist is unreliable and compliance with maintenance and safety regulations can not be guaranteed.

### **2. Project Justification**

Critical security situation, poor infrastructure, long distances and lack of reliable air service providers make presence of WFP UNHAS in the country essential for the Humanitarian Community.

Given the context of a large-scale complex emergency and continuing access problems in Sudan, WFP has resorted to a variety of solutions to satisfy the air transportation service requirements to support its projects and those of other humanitarian agencies.

Starting from 2008 the South Sudan air operation was combined with the operations in the North. Previously the Southern Sudan fleet was operating on full cost recovery basis and funded through the Operations Lifeline Sudan (OLS) Special Account.

The operational fleet includes 22 aircraft (17 fixed-wing aircraft and 5 MI-8 helicopters), and flexible for deployment in both north and south regions, ensuring maximum utilization of the aircraft capacity and cost effectiveness.

Through customer surveys conducted in April and September 07, feedback from user group meeting, Humanitarian agencies that utilize this service support its presence and have expressed interest for the service to continue for another year. Meetings held with Donors in country have indicated the same opinion. It's worth noting that UNHAS is approved by the Humanitarian Coordinator as National Common Service Programme under Sudan UN work plan

### **3. Project Objective(s)**

The objectives of the SO are:

- To provide a reliable, efficient and cost-effective passenger and light cargo air service to the humanitarian aid community and donors operating in Sudan to facilitate implementation and monitoring of humanitarian activities.
- To ensure adequate capacity to continue absorbing the current passenger traffic and light cargo plus any additional requirements to access new locations, with the desired flexibility to meet requirements for emergencies including medical and security evacuations.

### **4. Project Implementation**

On behalf of all humanitarian agencies WFP will continue to manage the common air service in Sudan. The humanitarian agencies would benefit from WFP's expertise and experience in managing air operations.

The project will continue functioning using the WFP management structures and support system already in place for the Sudan EMOP 10760.0 and the air SO 10181.4/5.

- Passenger and cargo booking are to be made through the already functional WFP air cell, with data and voice connectivity available to relay flight manifest and schedules to all locations where WFP maintains sub-offices.
- A dedicated communication system is in place to monitor the location and flight progress of all WFP operated aircraft through both VHF radios and the air tracking system.
- The Flight Management Application (FMA) system is in place and functioning. The system enables monitoring of usage the service by the various agencies, load

factors, flight routing and provide operational and cost data for management overview.

- Weekly/ monthly flight schedules are maintained, with flexibility to take appropriate action and adjust to requests for special flights.

The Chief Air Transport Officer (CATO) will continue managing the operation locally; CATO will provide operational reports to OMLA as well as to the Funds Manager. The Regional Director will act as the Funds Manager for the SO and the Aviation Finance Officer will be the Allotment Administrator for the SO. The Aviation Unit will provide operational and administrative support and will be responsible for oversight of the operational activities in Sudan.

In addition to the resources envisaged in the donor contributions, WFP UNHAS will continue charging the nominal booking fee on regular routes, and full cost recovery method will be applied to dedicated agency charter flights.

## **5. Project Cost & Benefits**

The Humanitarian community has relied on this service for air transport to/from affected areas in Sudan, where surface transport doesn't exist or is insecure. In 2007, WFP UNHAS transported 159,000 humanitarian aid workers (of this figure, 53,000 was in the South) using a fleet of 26 aircraft among them 6 helicopters stationed in Darfur.

In 2008, Darfur holds similar challenges as existed four years ago. WFP UNHAS noted also increased activities in Abyei, South Kordofan, BEG and Upper Nile with impact of similar target figures as 2007 however due to slow donor response, WFP UNHAS has been forced to reduce its fleet capacity and thereby impacting on its capability to respond to different emergencies within the country, not to mention security and/or medical evacuations.

The total project cost for this Special Operation is estimated at US\$ 89,030,899 as detailed in the budget.

For those unfamiliar with Sudan, a trip from the capital Khartoum to West Darfur is 2.30 hours by air or at least 2 weeks by road, if one can make it. A trip from Khartoum to Juba by road would take three weeks or 3 hours by air. Lack of surface transport, insecurity and poor infrastructure therefore leaves air as only means for the humanitarian activities in over 180 locations in Sudan.

It is estimated, as well, that during 2009, 160,000 humanitarian staff of NGOs, donors, diplomatic missions and government counterparts will benefit from this service.

The UNHAS Steering Committee in its effort to keep this vital service decided to increase the booking nominal fee from US\$100 to US\$200 per passenger against a slow donor funding in 2008. This is expected to raise US\$30 Million or 34% of overall project cost. The remaining 66% (US\$59,030,899) of the budget is envisaged in the donor contributions.

## **6. Monitoring & Evaluation**

Key performance indicators will be reported at the end of the project and will include the following:

- Aircraft occupancy rate of 70%
- The number of metric tons (food or non-food items) transported against the requested (or planned) quantities. Current target is 12,000 passengers a month and 120MT of non food items.
- 100% utilization of contracted hours
- The number of UN agencies and other humanitarian organizations utilizing the service and number of locations served. Currently 300 agencies benefit from this service with access to 180 locations.
- 100% response to medical and security evacuations.

The Chief Air Transport Officer will provide the operational reports to the Aviation Unit as well as to the Funds Manager.

## **RECOMMENDATION**

This Special Operation covering the period from 01.01.2009 to 31.12.2009 with possible extension in time at a total cost to WFP of US\$ 89,030,899 is recommended for approval by the Executive Director with the budget provided.

## **APPROVAL**

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Josette Sheeran  
Executive Director

## **Annexes:**

Project budget plan (not to be posted on WFP website)

Project Statistics (not to be posted on WFP website)

UNHAS Sudan routes (to be posted on WFP website)

UNHAS Darfur routes (to be posted on WFP website)

List of agencies operating in Sudan / UNHAS users (to be posted on WFP website)

