



WFP Somalia  
SPECIAL OPERATION SO 200507

Country:	Somalia
Type of project:	Special Operation
Title:	Provision of Humanitarian Air Services in Somalia and in Kenya
Total cost (US\$):	US\$70,982,805
Duration:	Twenty four months (01 <sup>st</sup> January 2013 to 31 <sup>st</sup> December 2014)

### Executive Summary

The special Operation (SO) 200507 has been prepared to ensure continued provision of safe and reliable air transport services to the humanitarian community in Somalia and Kenya for the period 2013-2014.

From 1 July 2007 until 31 December 2012 air operations services were implemented through the SO 106810. Over the past years there have been numerous changes in the operation which were reflected through five budget revisions on SO106810 resulting in an overall budget increase up to USD 95,772,987 million from the initial budget of US\$23,204,823. The new Special Operation for UNHAS activities will reflect the current humanitarian context, latest operational objectives and set up of the operation. SO 200507 will also spell out the need for the Aviation services in Kenya and formally establish an SO for Humanitarian Air Service in support of relief operations for both Somalia and Kenya.

In Somalia lack of safe and reliable Commercial passenger airlines and transport over land being highly risky due to the potential for attacks on convoys and the presence of IEDs and landmines, leaves UNHAS as the only reliable option for safe air travel for humanitarian personnel throughout the country to facilitate the delivery of humanitarian assistance to the affected population.

Since 2011 the large influx of Somali refugees into Kenya has caused a scale up of humanitarian activities and subsequently, the need for a common air transport to reach the remote refugee camps of Dadaab and Kakuma in northern Kenya. Special Operation 200507 will be managed through the WFP Somalia office with the Kenya Country Office responsible for financing their component of the operation and chairing their own user group meetings. The air services under this SO have been requested by over 100 humanitarian agencies and the donor community currently operating in Somalia and in Kenya. In 2013-2014 UNHAS is planning to have a fleet size of 8 fixed wing aircraft to service at least 30 destinations on a regular basis. The fleet will be revised in line with the humanitarian needs and if necessary, changes will be processed through budget revisions.

The Special Operation is required for the duration of twenty four months, from 1<sup>st</sup> January, 2013 to 31<sup>st</sup> December 2014, at a total cost of US\$70,982,805. WFP/UNHAS is planning to continue generating 30 percent revenue through subsidized ticket sales, with the remaining 70 percent coming from donor contributions.

The project activities will be reviewed and possible changes processed through budget revisions as required.

### Project Background

1. Somalia is among the most dire and complex emergencies in the world as a result of a combination of conflict, massive displacement and drought. The country has been without a functioning government for over 20 years, and only very recently a new government has been formed. Despite this there are ongoing conflicts due to a complex anti-government insurgency that continues to lead to alarming rates of displacement. Somalia is currently experiencing new areas being opened up for humanitarian access especially in the south; however the government can only control some major towns while the large surrounding areas are not safe for road travel. This leads to an increased demand for Air Services.

2. In 1996 the United Nations established UNCAS (United Nations Common Air Services for Somalia) to provide passenger air services to the humanitarian community based on a full-cost recovery and cost-sharing mechanism. The Service was managed jointly by the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations High Commission for Refugees (UNHCR) and WFP.
3. In line with the International Civil Aviation Organization (ICAO) and internal WFP auditors' recommendations, United Nations Humanitarian Air Service (UNHAS) was established in 2007 and the Special Operation 106810 was approved to support the UNHAS activities in July 2007.
4. Until June 2011, WFP/UNHAS Somalia was operating a fleet of four aircraft. However in response to the humanitarian emergencies, the fleet was since increased by a further 3 aircraft. This fleet has facilitated the provision of passenger air travel, transportation of light humanitarian cargo and, upon request, special assessment missions for operations in both Somalia and Kenya.
5. From January to September 2012 UNHAS Somalia has transported 19,063 Passengers and 163.1 MT of cargo and as well performed 14 medical evacuations during the same period. UNHAS currently provides air transport to over 82 organizations involved in humanitarian work in Somalia and over 40 agencies for Kenya .
6. Until early 2012 UNHAS shared its fleet capacity with UNHCR Kenya on a cost recovery basis. With the increase in humanitarian activities in Kenya, the demand for air travel to areas of intervention has followed the same path. What was initially a dedicated service for UNHCR and its implementing partners has now become a service requested by, and available to, the entire humanitarian community operating in Kenya. UNHAS is now providing a weekly service within Kenya to 40 different UN Agencies and NGOs actively engaged in humanitarian activities in Dadaab, Kakuma, and in other destinations in northern Kenya. An average of 700 passengers is transported per month, with the number expected to increase due to security constraints in Dadaab. The shortening R&R cycle also means that humanitarian workers will need to rotate between Nairobi and the field more frequently.
7. With the foreseen improved access in Somalia the following destinations are expected to be served through the new SO ; Abudwak, Adaado , Baidoa, Bardera, Beletweyne, Berbera , Bosasso, Buale, Burao, Doble , Dollow, Dusamareb, Elbarde, Elwak , Erigavo, Galkayo, Garbaharey, Garowe , Hargeisa, Hoduur, Jemamma, Jowhar, K-50, Kismayu, Luq, Marere, Merka, Mogadishu and Wajid; and in Kenya: Wajir, Dadaab , Liboi and Kakuma. The operational bases for the fleet will be: Hargeisa, Mogadishu and Nairobi.

#### Project Justification

8. Despite the political changes, internal localized conflicts in Somalia continues to result in a high level of insecurity in the country, which makes travel by road unsafe for humanitarian aid and relief workers. The availability of humanitarian air services is crucial to support the humanitarian aid and relief programs in the country and facilitate the delivery of humanitarian assistance to the affected population.
9. The lack of safe, secure and efficient commercial alternatives authorized for air travel of the United Nations staff by the United Nations Department of Safety and Security (UNDSS) into and across Somalia, makes UNHAS the only option to reach locations throughout the country safely. While some major towns are taken over by government forces, the areas between government strongholds are still in control of armed militias, making air travel the safest and most cost effective way of travelling.
10. The large influx of Somali refugees to Kenya since 2011 resulted in scaling up of humanitarian activities, and subsequently, the need for common air transport to reach the remote refugee camps of Dadaab and Kakuma in northern Kenya.
11. In light of the above, the UNHAS Users Group, during its latest meetings, recognized that humanitarian activities in Somalia continue and that UNHAS will continue to play a critical role in facilitating the implementation of many humanitarian activities in Somalia in 2013 -2014.

#### Project Objectives

12. The objectives of the SO are:

- To provide safe, efficient and cost-effective inter-agency air transport service for over 100 United Nations Agencies, NGOs and donor organizations operating in both Somalia and Kenya;
- To transport light cargo such as medical supplies, specialized emergency food stuff and high value equipment (ICT); and
- To provide timely medical and security evacuations for the humanitarian community in the region.

The objectives above are linked to WFP's Strategic Results Framework and are examples of Strategic Objective 1: Save lives and protect livelihoods in emergencies.

### Project Implementation

13. WFP will manage the UNHAS Somalia and Kenya operations on behalf of the humanitarian community who will benefit from WFP's expertise and experience in managing air operations.

In accordance with WFP Air Transport Directive of January 2004 and in compliance with the International Civil Aviation Organisation (ICAO) recommendations, WFP will continue to be guided by UNHAS User Group Committee (UGC) composed of United Nations agencies, NGOs and donor representatives in Nairobi, where most country offices of the organisations are based. The role of the UGC is to define the requirements and priorities in terms of air transport needs, as well as to monitor the quality of services rendered and provide feedback and guidance to the WFP Chief Air Transport Officer (CATO). UGC meetings are conducted on a regular basis.

14. The Humanitarian coordinator in support of UNDSS security risk assessment in areas of concern, and creating more enabling security support capabilities to allow programmes and operations to continue while decreasing staff vulnerability, requested WFP to contract a dedicated Cessna Caravan aircraft for UNDSS. This arrangement is expected to continue. The cost of operating the aircraft is fully paid for by UNDSS with overall contract and operational management is done by WFP/UNHAS.

15. Due to increased demand, the operational fleet will be expanded to 8 aircraft, 3 37seat DHC 8. One dedicated to support humanitarian activities in Kenya and two for the Somalia operation with one based in Hergeisa; 1 -19 seat LET 410 expected to be based in Mogadishu; 1-32 seat Dornier328; 1 37 seat Embraer 135 and 2- 10 seat Cessna Caravans type aircraft all based in Nairobi.

16. The project will follow standard WFP/UNHAS management structure and support systems :

- Passenger and cargo bookings will be made through WFP/UNHAS management structure, 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 VHF/HF radios and the Satellite tracking system in the interest of flight safety.
- The Web Based Electronic Flight Management Application (EFMA) system is implemented and fully functional. The system enables monitoring of usage of the air service by various agencies, cargo trends, flight routing and provide operational and cost data for management overview.
- Weekly/ monthly flight schedules are maintained, with flexibility to adjust to requests for special flights.

17. The Aviation section (ODLA) based in Rome is responsible for the contracting of the aircraft and the safety oversight of the operation.

18. Quality Assurance assessments will be conducted by ODLA and their reports will be used as a tool for evaluation and improvement of operational efficiency.

19. In order to enhance safety of air operations, as well as to participate in aviation capacity building initiatives, WFP Aviation will continue conducting aviation training for WFP and non-WFP (partners and government) staff involved in the air operations in the country.

20. The CATO will manage the operations locally under the overall supervision of the of WFP Somalia Country Director, with technical supervision and oversight by the Chief of Aviation Services. The CATO will provide operational reports for activities in the respective countries to the CDs, the Chief Aviation, and UGC.
21. The WFP Somalia Country Director will act as the Funds Manager and the UNHAS Somalia Finance Officer will be the Allotment Administrator for this operation. ODLA will provide operational and administrative support and will be responsible for the oversight of the operational activities under this project.
22. UNHAS is planning to continue generating 30 percent revenue through subsidized ticket sales, with the remaining 70 percent coming from donor contributions.
23. Fundraising for the SO will be done jointly by WFP Somalia and WFP Kenya, as well as the respective UGCs with each Country Office fund raising for their respective
24. The implementation plan will be revised, as the situation evolves and according to the needs of the humanitarian community. Following the positive development and the formation of the new government in Somalia it is expected that WFP and other Humanitarian agencies will gradually move from Nairobi to Mogadishu. There may be other changes in the operation, which may affect WFP/UNHAS fleet; in this case amendments to the SO will be processed through budget revisions.

#### Project Cost & Benefits

25. The total project cost for this Special Operation is US\$70,982,805 as detailed in the budget.

PROJECT COST BREAKDOWN		
SO Category	Provision of Humanitarian Air Services in Somalia	Value (USD)
Project Number	200507	
Other Direct Operational Costs (ODOC):		
A - Recurring Costs(Incl. Rental of facilities, Utilities, Office supplies & other consumables, Communications & IT Services, equipment repairs & maintenance, vehicles running costs):		300,000
B - Operational Service(s) Costs (aircraft fixed and variable costs):		57,262,440
C - TC/IT Equipment Costs (data processing equipment):		60,000
D - Distribution Facilities & Project Materials Costs		24,000
D - Vehicle Leasing Costs		480,000
Total Other Direct Operational Costs (ODOC):		58,126,440
Direct Support Costs (DSC - Staff Salaries and other costs):		
A - International Professional Staff + consultants		2,909,580
B - Local Staff (General Service + Temporary Assistance)		4,042,014
C - Other Staff Costs (incl.travel and allowances)		1,261,036
Total Direct Support Costs (DSC):		8,212,630
Total WFP Direct Costs:		66,339,070
Indirect Support Costs (ISC - 7 percent) :		4,643,735
TOTAL WFP COSTS		70,982,805

26. The envisaged benefits of the UNHAS operations in Somalia and in Kenya are as follows:
  - Enhanced efficiency, effectiveness and security in the implementation and monitoring of humanitarian operations;
  - A common service provided to the humanitarian community which is consistent with the call by the Secretary-General “for greater unity of purpose and coherence at country level and that each United Nations entity should benefit from another’s presence through establishing corresponding consultative and collaborative arrangements”;
  - Enhanced air safety through a standardized, single contracting and safety surveillance system;

- A cost-effective service that can take advantage of economies of scale through lower aircraft direct operating cost and payload consolidation.
- An essential tool used to provide medical and security evacuation service to the humanitarian aid community in the country.

#### Monitoring & Evaluation

27. Based on project historical statistics, key performance indicators<sup>1</sup> will be reported yearly in the SPR of the project and will include the following:
- Aircraft occupancy rate (target: 60 percent);
  - Average number of passengers transported per month (target: 3000 passengers per month);
  - Average tonnage of food or non-food items transported against requested or planned quantities (target: 20mt of non-food items per month);
  - Utilization of contracted hours (target: 100 percent);
  - Frequency of the Users Groups' meetings (target: every two months);
  - Number of agencies and organizations using the air service (target: over 100)
  - Number of locations served (target: 30)
  - Percentage of requests medical and security evacuations addressed (target: 100 percent)

The implementation plan will be revised, as the situation evolves, according to the needs of the humanitarian community.

#### Risk Assessment and Contingency Planning

28. A number of risks could impact the implementation of the SO. The main risks identified are presented through the three risk areas (contextual, programmatic and institutional). The subsequent narrative explains the risks and outlines mitigation measures to be taken.
29. Contextual Risks. Security in Somalia can deteriorate, which may result in limitation of humanitarian travel. WFP/UNHAS will work in close coordination with UNDSS to ensure timely communication of security situation at destinations and will plan its operations accordingly. Identification of operational hazards will be done through established WFP Aviation procedures, the relevant risk analyzed and mitigation actions taken in order to keep an acceptable risk level.
30. Programmatic Risks. Humanitarian agencies may scale up their assistance in the countries through an increase of staff and expansion of activities to more remote areas. WFP/UNHAS will be able to meet the increase in humanitarian travel through efficient planning of flight operations using its current fleet. Additional aircraft capacity can be rapidly deployed for passenger and cargo transport, if required.
31. Institutional Risks. The success of the SO is conditional on adequate resources being available to WFP throughout the implementation period. All fundraising strategies will include steps to be taken to address shortfalls. WFP/UNHAS and its UGC's will continue advocacy efforts in order to ensure uninterrupted services for the humanitarian community.

#### Exit Strategy

32. Given the complex situation in Somalia and the affected regions of Kenya, WFP cannot envisage at this point the development of an exit strategy. WFP will rely on the UGC's regular feedback and will devise an exit strategy accordingly. However, given the contractual arrangements, a scale down of UNHAS activities can easily be done if and when viable commercial alternatives become available.

#### RECOMMENDATION

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<sup>1</sup> All Key Performance Indicators above are linked to WFP's Strategic Results Framework and are examples of Strategic Objective 1.

This Special Operation covering the period from 01<sup>st</sup> January, 2013 to 31<sup>st</sup> December 2014 at a total cost to WFP of US\$70,982,805 is recommended for approval by the Executive Director with the budget provided.

APPROVAL

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Ertharin Cousin  
Executive Director