Country: Somalia  
Type of project: Special Operation  
Title: Emergency Rehabilitation Work for Mogadishu and Kismayo Ports, and Targeted Emergency Road Rehabilitation for Key Main Supply Routes in South Somalia, in Direct Support of the Provision of Emergency Humanitarian Food Aid  
Total cost (US$): US $12,874,591  
Duration: 15 February 2007 – 14 February 2008 (1 year)

Abstract
This Special Operation will carry out targeted rehabilitation works at Mogadishu Port, Kismayo Port, and at key bottlenecks in the road networks of Lower Juba, Middle Juba, Bay, and Bakool regions, in order to streamline the delivery of emergency food aid within South Somalia. By improving both infrastructure and procedures at Mogadishu and Kismayo ports, this Special Operation will reduce both the time and cost of humanitarian shipments via the ports. Furthermore, the targeted road rehabilitation (bridges, drifts, small stretches of road) will mitigate against the disruption caused by the bi-annual rainy seasons, and help to ensure year round access of ongoing WFP interventions across South Somalia.

While this Special Operation is primarily aimed at assisting WFP operations, its execution will result in time and cost savings for all humanitarian actors utilizing Mogadishu and Kismayo ports or transporting commodities along the main supply routes of South Somalia.

While WFP Somalia has considered the work contained in this Special Operation necessary for some time, the recent political developments in Somalia and the extension of the Transitional Federal Government’s (TFG) influence/control up to and including all those locations covered by this Special Operation makes it even more relevant. While the Special Operation is aimed at streamlining the delivery of emergency humanitarian aid, its execution now will take place within the framework of the TFG administration and will have beneficial secondary effects for the UN recognized administration (in terms of training, repair of key income generating assets, etc).

1. Project Background

1. Following years of conflict in Somalia, essential infrastructure for the movement of humanitarian goods has been eroded to such an extent that it hinders the delivery of much needed emergency relief aid. Key infrastructure affected includes the primary entry ports of Mogadishu and Kismayo and main supply routes in Middle Juba, Lower Juba, Bay, and Bakool regions.

2. Mogadishu deep-water port remained closed to the Humanitarian Community until mid 2006, at which point it was officially reopened by the Islamic Courts Union. Consequently, it has been utilized for humanitarian shipments but its dilapidated state prevents the utilization of its full capacity. Humanitarian shipments have been delivered through Kismayo port for some time. However, Kismayo’s recent status as the Forward Operating Base for the ongoing flood response effort has highlighted the need for increasing the port’s capacity, which is currently only partially operational.

3. With regard to road infrastructure, the recent floods have highlighted the vulnerability of main roads in Middle Juba, Lower Juba, Bay, and Bakool regions to closure and resulting blockage of humanitarian access to priority beneficiary areas. The current road network has, due to the absence of a central government authority for the past 15 years, only received sporadic and emergency repairs by local communities.
4. Therefore, urgent targeted interventions are required at both Mogadishu and Kismayo ports as well as at key bottlenecks in the road networks of the four above-mentioned regions in order to ensure year-round effective access and delivery of relief items, as well as to minimize current delivery costs which at present constitute a substantial operational overhead and exceed those of similar humanitarian operations.

2. Project Justification

5. Targeted emergency repairs in both Mogadishu and Kismayo ports will substantially reduce operational costs and delivery times for emergency relief shipments. Furthermore, the resulting increased capacity, both in terms of infrastructure and procedure/management, will assist in the move towards opening these ports for direct shipments. This in turn will result in further savings in terms of both cost and time.

6. In addition to the widespread disruption caused by the recent floods, sizeable portions of the four regions are regularly cut-off from humanitarian access each year due to the bi-annual rainy seasons. While road conditions in South Somalia are of a poor standard throughout, there are relatively few key bottlenecks that greatly complicate effective movement of traffic. These consist largely of key bridges in Lower and Middle Juba regions, and drifts and short stretches of impassable road in Bay and Bakool regions. Targeted emergency repairs of these most severe bottlenecks will greatly facilitate year-round access for humanitarian convoys and will help to safeguard against delays and breaks in distribution cycles.

7. Therefore, targeted road and port interventions will reduce both costs and delivery times, and would ensure that humanitarian aid reaches beneficiaries in a timely and consistent manner.

3. Project Objectives

8. The key objectives of this Special Operation are to:

   • Augment the port infrastructure and procedures in the ports of Mogadishu and Kismayo thereby decreasing time and costs for all humanitarian operations;
   • Prepare the port authorities of Mogadishu and Kismayo ports to apply for ISPS (International Ship and Port Facility Security Code) recognition, thereby providing the ports with the necessary status for all international shipping to utilise their services. *
   • Rehabilitate key bottlenecks in the road network in Lower Juba, Middle Juba, Bay, and Bakool regions, and prepare against the disruption caused by damaged bridges, drifts, and small stretches of road before the bi-annual rainy season;
   • Ensure year round access for ongoing WFP interventions across South Somalia.

* The International Ship and Port Facility Security Code (ISPS Code) is a comprehensive set of measures to enhance the security of ships and port facilities, developed in response to the perceived threats to ships and port facilities in the wake of the 9/11 attacks in the United States.

The ISPS Code is implemented through chapter XI-2 Special measures to enhance maritime security in the International Convention for the Safety of Life at Sea (SOLAS). The Code has two parts, one mandatory and one recommendatory.

In essence, the Code takes the approach that ensuring the security of ships and port facilities is a risk management activity and that, to determine what security measures are appropriate, an assessment of the risks must be made in each particular case.

The purpose of the Code is to provide a standardized, consistent framework for evaluating risk, enabling Governments to offset changes in threat with changes in vulnerability for ships and port facilities through determination of appropriate security levels and corresponding security measures.


4. Project Security

9. Considering the delicate nature of the security situation in Somalia and to ensure compliance with UN security procedures, the following security measures will be put in place: A P3 Security Officer, assisted by a G6 Translator, will oversee security arrangements. Two armoured Land Rovers will be procured and positioned in
Mogadishu and Kismayo (one each) to ensure safe transport between locations. Two high-speed inflatable boats (around 12 pax each) will be procured and positioned in Mogadishu and Kismayo (one each) to allow for immediate extraction of staff by sea. Six trauma kits will be procured and split between Mogadishu, Kismayo, and road rehabilitation teams (2 each). Finally, provision has been made in the budget for the upgrading of one structure in Mogadishu and one structure in Kismayo to the new Enhanced MOSS standards in order to ensure secure working/living premises for staff.

10. All activities, offices, and accommodation related to this Special Operation will, through those interventions detailed in point 9 above, be carried out in full compliance with the DSS Enhanced MOSS for South Central Somalia. This would allow for the deployment of limited WFP staff within a Phase V environment. Deployment of personnel would be carried out in close liaison with, and under authorisation from, UNDSS headquarters in New York.

5. Project Implementation

11. In the first phase of this project, detailed assessments will be carried out and resulting scopes of works prepared for each of the targeted road interventions. This shall be carried out by a WFP Engineer or a WFP contracted Engineer.

12. In the second phase, road rehabilitation, as well as repair work at Mogadishu and Kismayo ports will be carried out where possible by contracted Somali companies with international expertise being brought in where necessary. Training of port personnel will be conducted by consultants either hired directly by WFP or as contractors, depending on security constraints. WFP will employ a Project Manager to oversee the coordinated implementation of the above (both road rehabilitation and port repairs). The Project Manager will be assisted in his duties by three International Engineers (consultants) who will each be given responsibility for a specific area of the project (Mogadishu Port, Kismayo Port, and road rehabilitation).

13. The project will be divided into three (3) components:

**Component 1: Mogadishu Port.**

- Rehabilitation of port warehousing
- Rehabilitation/Provision of port power supply
- Provision of limited cargo handling equipment
- Provision of navigational aids
- Targeted dredging
- Salvage of debris and wrecks from port basin
- Repair of damage to quay-side, and replacement of fenders
- Provision of port lighting
- Repair of perimeter wall
- Rehabilitation, and making operational of, the Port Manager’s office
- Training for port management and assistance in preparation for ISPS (International Ship and Port Facility Security Code) application

**Component 2: Kismayo Port.**

- Rehabilitation of port warehousing
- Rehabilitation/Provision of port power supply
- Provision of limited cargo handling equipment
- Provision of navigational aids
- Targeted dredging
- Salvage of debris and wrecks from port basin
- Provision of port lighting
- Repair of perimeter wall
Training for port management and assistance in preparation for ISPS (International Ship and Port Facility Security Code) application

**Component 3: Emergency Road Repair in Lower Juba, Middle Juba, Bay, and Bakool Regions.**

- Lower Juba:
  - Rehabilitation/construction of bridges at Kansuma (1), Arare (1), and Mugambo (3)
  - Rehabilitation/construction of culverts at Yoontow (1), Arare (1), Baarka (1), Sanguni (1), between Kansuma and Jilib (3), and between Kansuma and Mogadishu (3)

- Bay and Bakool:
  - Rehabilitation/construction of drifts at Miidow (1), Senilow (1), Weelay (1), Gofgudud (1)
  - Gravelling and compacting of 10km of road at Garashka (1)

- Middle Juba:
  - Rehabilitation/construction of a bridge at Dhaytubako (1)
  - Rehabilitation/construction of culverts at Haramka (1), Lugashow (1), Farbitow (1)

14 The project will be managed as follows:

- The Country Director will act as the funds manager for this Special Operation while the Head of Finance will undertake funds allotment operations.
- The Head of Logistics will provide oversight to the implementation of this Special Operation. The Project Manager will report to the Head of Logistics.

6. **Project Cost & Benefits**

15. For costs please refer to Budget Summary – Annex 1 with accompanying documentation.

7. **Performance Indicators**

16. Substantial timesaving at Mogadishu and Kismayo ports will be realised through the achievement of night shifts (through the provision of port lighting), streamlined procedures (through training), increased handling efficiency (through the provision of port handling equipment), and the utilisation of the port by larger vessels (through dredging and achievement of ISPS recognition).

17. Cost savings will be realised through a general reduction in port rates due to the above-mentioned factors, and through the awarding to WFP of preferential rates by the port authorities.

18. Other key performance indicators which will be used to monitor the success of this Special Operation are:

- Faster processing of cargo through ports
- Reduced delays in food distribution during the rainy season through improved road access and transport lead times.
- ISPS code application submitted for both Kismayo and Mogadishu ports
- Emergency repair of port facilities and roads completed

8. **Exit Strategy**

19. All work at the ports of Mogadishu and Kismayo will be undertaken in close consultation with the relevant port authorities and line ministries. As such, equipment and restored infrastructure will be handed over to the port authorities once work is complete and sufficient training has taken place to ensure a smooth handover. WFP expects relevant authorities to provide, as their contribution to the project, preferential port rates to WFP for such a period of time as to equate to cost of the capital equipment provided. WFP has already had formal discussions with the Mogadishu Port Manager whose priorities for interventions at the port are, to a large extent, reflected in
this document. The Port Manager has promised full cooperation with, and assistance to, WFP in the execution of this Special Operation and has agreed to the concept of preferential rates in return for WFP’s interventions, and is willing to sign an MoU to that effect.

20. Road interventions will primarily be in the form of work on bridges, culverts, and drifts. While the issue of maintenance must be considered, the afore-mentioned interventions will not require such regular or intensive maintenance as repairs to actual road stretches. However, WFP will liaise with the relevant local administrations (District Committees, clan elders, etc) as well as the relevant line ministries to involve them in the work and to encourage a sense of ownership. At a later stage, when maintenance is required, WFP may consider assisting through FFW interventions.

21. UNDP will be requested to provide advanced port management training (including revenue collection) and development assistance at both Mogadishu and Kismayo ports in order to continue the rehabilitation of the facilities and to safeguard and build upon those interventions carried out under this Special Operation.

9. Recommendation

22. This Special Operation covering the period from the 15th of February 2007 to the 14th of February 2008 at a total cost to WFP of US$12,874,591 is recommended for approval by the Executive Director.

10. Approval

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James Morris
Executive Director
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<th>Project Type:</th>
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<tr>
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<tr>
<td>Duration (months):</td>
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**Total US$**

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<td>Total WFP Direct Costs</td>
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<td>Total WFP Costs</td>
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1/ This format should also be used for Project Budget Plan Revisions.
2/ Please adapt your planning according to the Project Document (duration of the project).
3/ This worksheet includes total amounts for all years.
4/ The ISC is indicated here to provide a picture of the overall WFP costs even though they are not Project Costs per se.
The ISC rate may be amended by the Executive Board during the Project's life.
I. Plan Overview

The Special Operation - 10578.0 will implement the emergency rehabilitation of both Mogadishu and Kismayo ports, providing both infrastructure rehabilitation and overhauling, sporing, port traffic, and much needed cargo handling equipment. Training of port management staff will be undertaken to ensure effective and standardized procedures are in place. This Special Operation will also undertake urgent road rehabilitation in key bottleneck dredges, shifts, culverts in South Somalia in order to mitigate the effects of the rainy season on the country's road network, and to promote year round road access for humanitarian relief.

II. Direct Operational Costs

Inclusion in this budget are international port training consultants. Considering the high expenditure on port infrastructure rehabilitation and equipment, it was considered necessary that effective systems and procedures are put in place at the ports to optimize the usage of the upgraded infrastructure/new equipment. Therefore, experienced port managers having been trained overseas in systems and procedures have been included in the budget for a period of six months. Salaries, travel, and DSA have also been included in the costing of these consultants. In addition, a ICT Officer and Reports Officer will be brought on as consultants for a period of 12 months at P2 level. Finally, three P3 level consultants will be recruited for a period of 12 months to assist the Project Manager in executing his duties in the field. One each will be assigned to Mogadishu Port, Kismayo Port, and road rehabilitation activities.

Additional travel costs: i.e. UNCSS flights into and out of South Somalia have been included for all consultants.

Due to the high security risk associated with working in Somalia it is necessary for all staff working in-country to be equipped with a standard level of communications equipment. This includes Thuraya satellite telephones, IHF hand-held radio sets and HF radios for long-range communications. The CO will allow all staff a small equipment allowance in addition.

Breakdown of Contractual Services: USD 8,768,000

COMPONENT 1

AA) REPAIRS AT MOGADISHU PORT: USD 240,000

i) Rehabilitation of port warehousing and repair of port perimeter wall: USD 200,000

ii) Port area rehabilitation: USD 40,000

COMPONENT 2

BB) REPAIRS AT KISMAYO PORT: USD 230,000

i) Rehabilitation of port warehousing and repair of port perimeter wall: USD 200,000

ii) Port area rehabilitation: USD 30,000

COMPONENT 3

CC) REPAIRS AT NORTH & SOUTH SOMALIA: USD 3,290,000

i) Rehabilitation of port warehousing and repair of port perimeter wall: USD 200,000

ii) Port area rehabilitation: USD 30,000

iii) Cargo handling Equipment: USD 1,410,000

iv) Rehabilitation of port power supply: USD 150,000

v) Repair of quayside and replacement of fenders: USD 100,000

vi) Salvage: USD 100,000

vii) Dredging: USD 400,000

Rehabilitation of Port Manager’s office: USD 40,000

III. Direct Support Costs

Existing WFP staff both national and international will be utilised to provide assistance to the project; however dedicated project staff will be required to oversee the project at both Country Office and field level. There will include a P4 Project Manager, P2 Fonds Management Officer, as well as 5 G5 Logistics Assistants, and 2 GS Engineers. Security issues will be handled through a P5 Security Officer and a G4 Translator, both for a period of 12 months. Additional personnel will be brought in through the hiring of consultants (bridges, shifts, culverts) in South Somalia.