



# Standard Project Report 2015

## World Food Programme in Congo, Democratic Republic of the (CD)

### Provision of Humanitarian Air Services in DRC

Reporting period: 1 January - 31 December 2015

Project Information	
Project Number	200789
Project Category	Single Country Special Operation
Overall Planned Beneficiaries	N/A
Planned Beneficiaries in 2015	N/A
Total Beneficiaries in 2015	N/A

Key Project Dates	
Project Approval Date	January 09, 2015
Planned Start Date	January 01, 2015
Actual Start Date	January 01, 2015
Project End Date	December 31, 2016
Financial Closure Date	N/A

Approved budget in USD	
Food and Related Costs	N/A
Capacity Dev.t and Augmentation	N/A
Direct Support Costs	N/A
Cash-Based Transfers and Related Costs	N/A
Indirect Support Costs	N/A
<b>Total</b>	<b>0</b>

Commodities	Metric Tonnes
Planned Commodities in 2015	0
Actual Commodities 2015	0
Total Approved Commodities	N/A

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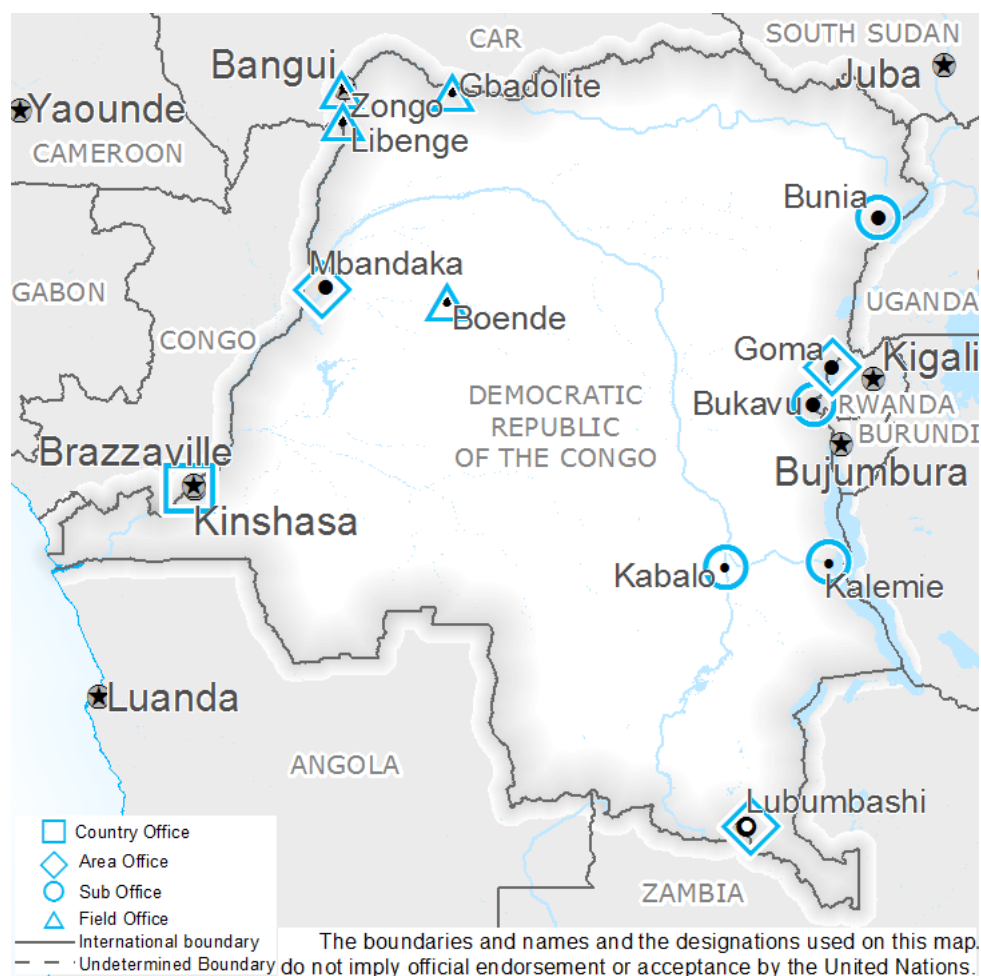
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# COUNTRY OVERVIEW



## Country Background

The Democratic Republic of Congo (DRC) is Africa's second largest country and has a population of nearly 70 million people. Due to its rich and fertile soil, agriculture is the primary rural economic activity. However, the nation has a food production deficit estimated at 30-40 percent. Seventy percent of the population lives below the poverty line and lacks access to adequate food. Although rich in natural resources, including minerals and the world's second largest rainforest, DRC ranks 176th out of 188 countries on the 2015 UNDP Human Development Index and 173rd out of 177 countries on the 2015 Fund for Peace Failed States Index. WFP designated DRC a Level 2 response emergency in December 2013.

In the context of a steady deterioration of the political, economic, social and security situation in the country over the past 25 years, the government has been unable to maintain roads, most of which have fallen into a state of serious disrepair. In the entire province of Tanganyika for example, only 10km of road is paved. The extremely poor conditions of road, bridge, and airstrip infrastructure is identified by the humanitarian community as one of the main obstacles to the effective delivery of relief to vulnerable populations in the country.

Health and nutrition indicators highlight other areas of concern. The national global acute malnutrition (GAM) rate is on average 10.7 percent, with some territories having GAM rates above the emergency threshold of 15 percent. About 43 percent of children under the age of 5 are chronically malnourished (stunted). Life expectancy is 50 years. Some 4.5 million people in DRC are currently in a situation of acute and livelihood crisis in conflict affected Eastern provinces.

A country plagued by decades of conflict, DRC continues to see conflict between the DRC armed forces, supported by the MONUSCO's Force Intervention Brigade (FIB), and between 40 and 70 armed groups who also routinely fight each other. The conflicts are fueling repeated and large scale displacements as well as widespread human rights abuse and exactions. There are currently 1.6 million displaced people in the DRC, including 744,000 IDPs in the province of North Kivu alone, and more than 900,000 former IDPs who are returning to their areas of origins. In addition, close to 496,000 people live outside the country as refugees.

DRC also hosts refugees from neighboring countries. Following an upsurge of violence in the Central African Republic (CAR) in late 2012, DRC saw an influx of refugees in February 2013 and later, mainly to Equateur and Orientale provinces. Currently, DRC is hosting more than 105,000 refugees from CAR alone and around 18,000 refugees from Burundi, following the political unrest in the country in 2015.

The ongoing instability caused by Ugandan Allied Democratic Forces (ADF) in North Kivu, the resurgence of the Lord Resistance Army (LRA) in Ituri, Bas Uele and Haut Uele provinces, and the reluctance of Rwandan Democratic Forces for the Liberation of Rwanda (FDLR) in North and South Kivu provinces to disarm and adhere to the Disarmament, Demobilization, Repatriation, Reintegration and Resettlement process – all continue to have a destabilizing impact, threatening peace and security in the Great Lakes region and beyond.

In all projects, WFP incorporated strategies to support gender equality. Particular attention was placed on mitigation factors to reduce the risk of sexual and gender-based violence, a continuing problem in the country. WFP's operations in DRC contribute to the Millennium Development Goals (MDGs) 1 (eradicate extreme poverty and hunger), 2 (achieve universal primary education), 4 (reduce child mortality) and 6 (combat HIV/AIDS, malaria and other diseases). WFP's programmes supporting these MDGs yielded positive results with considerable progress registered particularly on MDGs 2 and 6. DRC is on the track with the other two MDGs (1 and 4), even though much effort still needs to be made to counter the disastrous impact of poverty and lasting conflict on the population.

## Summary Of WFP Assistance

WFP's portfolio in DRC in 2015 included a protracted relief and recovery operation (PRRO) 200540, an emergency operation (EMOP) 200799, four special operations (SO) 200661, 200747, 200789 and 200864 and two immediate response operations (IR) 200854 and 200856. Following the closure of PRRO 200167 and EMOP 200480 in June 2013, WFP launched a 30-month (July 2013 to December 2015) PRRO 200540 to continue relief and recovery activities. This PRRO provided life-saving food assistance for internally displaced people, refugees and food insecure vulnerable people in conflict affected areas. This was done through general food distribution, treatment and prevention of acute malnutrition, emergency school feeding and nutritional support to people living with HIV. Recovery activities supported the return of displaced people to their areas of origin essentially through food assistance for assets and school feeding.

Strategically, given the huge humanitarian needs in the DRC and limited resources available, the country office, with HQ and Regional Bureau support, conducted a prioritization exercise in early 2014 which led to a reduced geographical scope for the PRRO in line with WFP's revised priorities in DRC. Informed by consultations with donors, partners and stakeholders, the prioritization focused on addressing the acute needs of conflict affected populations in the eastern part of DRC (including former Katanga, North and South Kivu, and former Orientale Provinces) and of the refugees from Central African Republic (CAR) in former Equateur Province in the West. In addition to the geographical re-focusing, WFP also prioritized its activities to achieve its objectives: relief assistance to IDPs and refugees using the most efficient and effective combination of transfer modalities (cash or vouchers and food distributions); refocused school feeding in emergency and transitional contexts, treatment of moderate acute malnutrition (MAM) in priority areas, prevention of acute malnutrition in areas where Global Acute Malnutrition (GAM) exceeds 15 percent and support to people returning to areas of origin through food assistance for assets intervention.

To address logistical challenges in the provision of humanitarian assistance in DRC, mainly caused by poor infrastructure and lack of access, WFP implemented SOs 200747, 200864 and 200789. Through these operations, WFP provided support to logistics services and also managed the UNHAS aviation service for the humanitarian community. Through the SO 200661, WFP supported the Food Security Cluster in the coordination of food security responses to displaced people and the optimization of collaboration with UN agencies, NGOs, donors and other stakeholders. In 2015, the Purchase for Progress (P4P) project post-pilot phase 2015 - 2017 continued in Bikoro (Equateur) and Kabalo (Tanganyika) territories to consolidate interventions in those two provinces. The project also explored the possibilities to expand to the Eastern provinces of North Kivu and South Kivu. The project's aim is to revive the agricultural sector in the country, and enhance the ability of small scale farmers to connect to these markets.

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Beneficiaries	Male	Female	Total
Children (under 5 years)	128,569	148,836	277,405
Children (5-18 years)	285,729	323,629	609,358
Adults (18 years plus)	168,508	316,796	485,304
<b>Total number of beneficiaries in 2015</b>	<b>582,806</b>	<b>789,261</b>	<b>1,372,067</b>

Distribution (mt)						
Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country IR-EMOP	243	16	74	4	3	340
Single Country PRRO	31,125	2,680	8,980	5,024	504	48,312
<b>Total Food Distributed in 2015</b>	<b>31,368</b>	<b>2,695</b>	<b>9,054</b>	<b>5,028</b>	<b>507</b>	<b>48,652</b>

# OPERATIONAL SPR

## Operational Objectives and Relevance

DRC remains in the midst of a complex emergency where access to vulnerable communities is a continuing challenge for humanitarian actors. DRC's massive land area and its extremely poor road network make air transport the most effective means of travel, but local and commercial air operators do not meet international aviation standards due to high operational risks.

The United Nations Organization Stabilization Mission in the DRC (MONUSCO), the Humanitarian Aid Department of the European Commission (ECHO), Médecins Sans Frontières (MSF) and the International Committee of the Red Cross (ICRC) provide some air transport services, but do not cover all the needs of the humanitarian community. Thus, a large number of humanitarian actors are not catered for. It was against this background and at the request of the United Nations Country Team (UNCT) that WFP established the United Nations Humanitarian Air Service (UNHAS) operation in 2008. The project was then implemented through WFP Special Operation (SO) 107440 and Special Operation 200504 until 31 December 2014. Due to a continuing need for humanitarian assistance in the country and an increased demand for UNHAS services, a new Special Operation 200789 began on 01 January 2015 and will run until 31 December 2016. Since its inception, WFP UNHAS remains the only air service that addresses the needs of the whole humanitarian and donor community operating in the country.

The objective of Special Operation 200789 was for UNHAS in DRC to provide safe, flexible, efficient, and cost-effective air transport services to the humanitarian sector, including UN agencies, NGOs, diplomatic missions and donor representatives. UNHAS flights comply with International Civil Aviation Organization's (ICAO) standard and recommended practices (SARPS) and the management and maintenance of WFP air transport services meets the required levels of safety and security. UNHAS transports humanitarian workers, light cargo such as medical supplies, high energy foods and information and communications technology (ICT) equipment. UNHAS also carries out medical evacuations (MEDEVAC), casualty evacuations (CASEVAC) and security evacuations (SECEVAC) when required.

The objectives of this Special Operation are aligned with WFP's Strategic Objective 1: Save Lives and Protect Livelihoods in Emergencies. These are to provide safe, efficient and cost-effective air transport services to humanitarian organizations and donor representatives in DRC, to carry out medical and security evacuations as necessary, and to respond in a fast, efficient and flexible manner to ad hoc air transport needs of the humanitarian community. The objectives are also in line with the DRC 2015 Humanitarian Action Plan (HAP) which emphasizes access as a key problem faced by the humanitarian community.

## Results

### Outputs

Given the poor road conditions, the prevailing insecurity and the lack of safe and reliable commercial air alternatives in DRC, UNHAS remains one of the most efficient and effective operators for humanitarian actors to reach populations in need.

Through this Special Operation, UNHAS serves more than 37 regular destinations (as well as roughly 25 ad-hoc destinations) across the country and provides reliable links between Kinshasa, the capital city, and access to deep-field locations within the eastern provinces and in the South and North Ubangi provinces (former province of Equateur). In total, UNHAS supports more than 265 user organizations (219 NGOs, 24 UN partners, and 22 donor/diplomatic agencies). In 2015, UNHAS took over the full management of flights, including booking, route planning and cost recovery, previously carried out by UNHCR in the former Equateur Province, and Impfondo, Enyele, and Brazzaville in the Republic of Congo.

In 2015, UNHAS DRC operated with six aircraft: five fixed wing aircraft (one EMB145 50-seater, one Beechcraft 1900 19-seater, two DHC-8 37-seater, one C208B 12-seater) and one 22-seater Mi-8 helicopter. These assets were positioned strategically in Kinshasa, Goma (North Kivu), and Kalemie (Tanganyika).

Between January and December 2015, an average of 2,481 passengers and some 76.9 metric tons of non-food items were transported per month. These numbers were higher than planned due to an increased need for medical

cargo, specifically in response to cholera and measles outbreaks, and humanitarian cargo for ongoing refugee operations and to respond to an increased influx of refugees in Equateur province following instability in the Central African Republic. Despite these challenges, UNHAS was able to provide the services required with an increased number of aircraft (6 in 2015 as opposed to 4 in 2014), and because the aircraft with the highest capacity were positioned in Goma in order to effectively respond to needs for humanitarian cargo. Three customer surveys were also conducted during the year to receive feedback from the user organizations.

In 2015, this Special Operation focused on strengthening UNHAS connections in eastern DRC to enable the service to reach remote and difficult to access airfields in the region. Connections across eastern DRC in between Bukavu (South Kivu), Goma and Lubumbashi (Haut Katanga) were reinforced with more regular flights, the availability of ad-hoc flights, and additional aircraft capacity. In particular, the UNHAS service provided for destinations around Goma, Bunia (Ituri) and Beni (North Kivu) was improved by using aircraft with larger capacity. The jet aircraft was assigned exclusively to the Kinshasa-Goma route to maximize its utilization for long routes only, and as such, reduce operating costs. The use of larger aircraft also meant that there was no need to refuel in Kindu (fuelling in Kindu has not been possible since the closure of MONUSCO aviation services there in July 2014).

The helicopter positioned in Goma was used to further support humanitarian activities in the deep field. Due to increased humanitarian needs throughout the year, helicopter usage was higher than planned, ultimately being deployed up to 73 hours a month as opposed to 40 hours per month as planned.

To improve the safety of UNHAS operations, a satellite communication and monitoring system was installed and used to track the progress and position of all aircraft during flights, and to facilitate effective search and rescue if required. In 2015, UNHAS established a Flight Following Office in Goma to cover the gaps following the downsizing of MONUSCO aviation in 2014.

The operation was also supported by the WFP Aviation Safety Unit through the Regional Aviation Safety Office in Johannesburg. Safety officers performed four field visits to evaluate the operational risk levels of operators and aircraft inspections. A risk mitigation, safety management and occurrence reporting system was used, following UNHAS' Aviation Safety Program (ASP), Aviation Emergency Response Plan (A-ERP) and information obtained from the European Co-ordination Centre for Aviation Incident Reporting Systems (ECCAIRS 5). Additionally, the WFP Aviation Security (AVSEC) officer performed a one-month assessment mission to identify related risks and recommend mitigation actions.

In 2015, UNHAS carried out 57 security evacuations, 48 medical evacuations, and 3 casualty evacuations.

Output	Unit	Planned	Actual	% Actual vs. Planned
<b>SO1: Special Operation (Air Ops)</b>				
Number of agencies and organizations using humanitarian air services	agency/organization	250	265	106.0
Number of aircrafts made available	aircraft	6	6	100.0
Number of passengers transported monthly against planned (passengers transported)	individual	2,100	2,481	118.1
Percentage response to medical and security evacuation	%	100	100	100.0
Tonnage of light cargo transported monthly	Mt	30	77	256.3

## Outcomes

In 2015, this Special Operation achieved its objective of ensuring humanitarian workers' access to the most remote field locations in a safe and timely fashion, in order to assist the most vulnerable populations in DRC. This was achieved despite an increase in demand for services following a CAR refugee influx in Equateur province, outbreaks of cholera and measles, and absorbing the aviation activities previously carried out by UNHCR in Equateur province.

UNHAS provided safe and reliable air transportation by facilitating access to humanitarian project sites and serving more than 37 regular destinations across the country. Six aircraft were positioned in operational bases (Kinshasa, Goma and Kalemie), as planned. Impact on the humanitarian sector is clearly demonstrated by the results achieved, as well as from feedback received from the User Groups (10 in different regions of DRC), which consist of



key representatives of all user organizations registered with the UNHAS service. Feedback stated that the service enabled the humanitarian actors to access project sites, which otherwise would not be accessible, or would be visited less frequently.

UNHAS published a weekly flight schedule, with the additional flexibility of being able to accommodate requests for ad-hoc flights. In the case of emergencies, UNHAS increased flights to rapidly respond to the needs of the humanitarian community (such as the CAR refugee response, and measles and cholera-related situations). The schedule was reviewed regularly to accommodate evolving humanitarian needs.

## ***Sustainability, Capacity Development and Handover***

UNHAS actively engages in the capacity development and training of partners and local operators. To enhance operational safety, WFP ensures training for UNHAS' staff and partner staff involved in air operations in the country, including government institutions. In 2015, UNHAS DRC staff and personnel from Régie des Voies Aériennes (RVA), the national aviation authority, completed the Fuel and Aviation Security (AVSEC) training, and, following the 2014 Ebola outbreak and response, UNHAS continued staff training in Ebola and other disease response to ensure all crew understood and were confident in the protection measures.

Capacity building activities will continue in 2016 through this Special Operation. UNHAS is planning to host an aviation safety training event, involving Régie des Voies Aériennes (RVA) and the Civil Aviation Authority (CAA), local air operators, MONUSCO and other humanitarian air operators.

WFP also regularly evaluates the operational and technical proficiencies of the contracted air operators, in efforts to help improve the quality of local carriers. The development of DRC's aviation carriers and support of the development of the aviation industry and infrastructure are key components of the UNHAS exit strategy.

In 2016, UNHAS, with support of WFP Aviation Safety Unit, will also support the Civil Aviation Authority on the introduction of the European Co-ordination Centre for Aviation Incident Reporting Systems (ECCAIRS 5) to collect, share, and analyse aviation safety information for the use of all the civil aviation system in DRC.

## **Management**

### ***Partnerships***

While WFP works closely with many key partners – specifically, OCHA, UNHCR, MONUSCO, ASF-F, and the national Civil Aviation Authority and Régie des Voies aériennes – in fact, all user organizations are partners with whom MoUs are signed, and all partners work together for the successful implementation of UNHAS services. Hence there are no partners singled out for inclusion in a partnerships table.

Since 2008, UNHAS has been actively engaged in building partnerships. The existing Technical Service Agreements (TSA), with MONUSCO and UNHCR were sustained in 2015. MONUSCO has been providing flight following, ground handling, fuel, and search and rescue services to UNHAS. With UNHCR, UNHAS managed a dedicated air service to respond to specific operational needs using 75 percent of the contracted hours of the DHC8 aircraft based in Kinshasa.

UNHAS communicated regularly with its users through the User Groups and Steering Committee. The User Groups provided guidance on administrative issues, prioritization of passengers and cargo, approval of Standard Administrative and Operational Procedures (SAOP) and schedules to ensure that the common air service was provided according to entitlement. In addition, in some field locations without UNHAS staff, the user agencies played an active role as UNHAS focal points in the coordination of flights. Required training and equipment were provided to these focal points. The Steering Committee consisted of key representatives of all registered user organizations, which made it possible to make rapid decisions on issues that were key to the service.

Through the OCHA and the DRC Logistics Cluster, UNHAS was actively involved in all relevant humanitarian forums including the Inter-Cluster meetings, the Humanitarian Advocacy Group (HAG), the Humanitarian Country Team and especially the Humanitarian Aviation Forum.

In addition to participating in regular forums, UNHAS held various meetings with partners (INGOs, donors, other humanitarian air operators including ASF-F, MONUSCO, ICRC, ECHO Flight, MAF, etc.) to identify existing needs of the humanitarian community. These coordination forums greatly helped to understand users' needs which were important for revising the regular schedule and the planning of routes.



Special Operation 200789 was 80 percent funded by donor contributions, with the remaining covered by partial cost recovery. In 2015, due to donor contributions, there were no disruptions of UNHAS services.

## Lessons Learned

The importance of direct communication with user agencies was further highlighted through the implementation of this Special Operation in 2015. In particular, improvement of direct communication with user organizations in the Equateur province and Impfondo, Enyele, and Brazzaville in the Republic of Congo (RoC), where UNHAS took over direct management of flights from UNHCR, was crucial for the smooth transition of the operation. UNHAS therefore started holding User Group meetings in Mbandaka (Equateur) and Brazzaville (RoC) to establish direct contact with users. To address any existing concerns of agencies with activities where MONUSCO had ceased operations, the Kinshasa-based Chief Air Transport Officer (CATO) travelled to each of these locations for direct meetings.

In 2015, UNHAS put emphasis on the ongoing needs assessment. Throughout the year, UNHAS held User Group meetings in 10 main bases to better understand the needs of the user organizations. In addition to User Group Meetings and Steering Committee Meetings, three customer surveys were conducted during the year with the aim of receiving feedback from a wider audience and tailoring the use of air assets to real demands. The results of the passenger survey highlighted areas of improvement and a corresponding action plan was established for each aircraft base (Kinshasa, Goma, and Kalemie). For example, the customer survey carried out in May 2015 emphasized the importance of customer care and of listening to user needs. In response, in July 2015, UNHAS provided Customer Care training to 26 staff through an external training organization. The survey that targeted the heads of agencies was implemented more for strategic purposes, for example for planning destinations and flight frequency.

Based on lessons learned from the Ebola response in 2014, UNHAS continued staff training and stocked basic protection equipment to ensure immediate availability for staff and aircraft. In 2015, 7 staff participated in Ebola training provided by the Ministry of Health and WHO in Kananga, Mbuji-Mayi, Kindu, Mbandaka, and Kinshasa. Ebola and other disease awareness is included in briefings to all new crew on arrival, to ensure awareness and understanding of the protective measures in place.

The continuous review of fleet composition and performance monitoring proved to be crucial due to the diversity of airfields in DRC. Availability of jet fuel in strategic locations also affected fleet planning. Currently identified bottlenecks include Dungu (Haut Uele) and Ango (Bas Uele), Kindu (Maniema), Kananga (Lulua) and Mbuji-Mayi (Kasai Oriental). The need to access remote locations has considerably increased, which in turn required the helicopter to operate for more hours than originally planned. Consequently, for 2016, Minimum Guaranteed Hours (MGH) for aircraft use will be increased from 40 hours per month to 60 hours per month.

Foreseeing the closure of MONUSCO services in more locations, the contract and arrangement with commercial air operators will be required for 2016 for fuel services. For example, the continuation of the MONUSCO's provided aviation fuel service in Manono (Tanganyika) is a key issue to be followed-up. Selected staff will continue to be trained in fuel management and the necessary equipment will be procured when and if feasible to gain capacity in relation with this matter. National staff permanent capacity building and the progressive assignation of increased responsibilities to them, together with a permanent adjustment of the operation's structure, is a relevant component of the same process.