

CIVIL AVIATION CARETAKER AUTHORITY FOR SOMALIA

(PROJECT SOM/03/016)



PROJECT EVALUATION

Final Report

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EVALUATION TEAM

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Executive Summary

Background

CACAS project SOM/03/016/F/ was approved in December 2003 as a successor to SOM/96/002, which was active from 1996, both with the main mandate of ensuring the continued availability of essential safety services for international civil aviation in the Mogadishu FIR “in the absence of a functioning and recognised Government of Somalia.”

Two subsidiary objectives were defined initially:

- (1) the rehabilitation of the civil aviation services in Somalia and
- (2) the establishing of the nucleus for a future civil aviation administration.

Key functions

The following were defined as key functions or immediate objectives (Project Document par. A.4.2 and Annex VII refer):

1. To ensure an adequate level of safety and service for air transport operations;
2. Providing aviation facilities and services essential for international air transport operations and of humanitarian and rehabilitation activities;
3. Accelerated development of skilled manpower;
4. Productivity from resources allocated and to commercialize self-funding;
5. Cost recovery.

Purpose of the Evaluation Mission

The mandate of the evaluation missions was succinctly stated as to:

- A. Assess the status of the implementation of the five objectives (i.e. key functions/immediate objectives) of the Project and
- B. Determine if the objectives of the project and the mission of CACAS are still adequate and relevant in the current context.

Methodology

To carry out its mandate the mission conducted interviews with the main stakeholders concerned, namely the CACAS administration, UNDP, and ICAO. Questionnaires were prepared for, and direct interviews were held with, the authorities responsible for aviation in the Federal Government of Somalia and in the Regions of Puntland and Somaliland and with the main users’ representatives, AFRAA, IATA and KAAO, and the humanitarian flights coordinating agency UNHAS. Finally, the provision of service provided by CACAS was analysed and observed, and the existing project provided or managed infrastructure and systems in Nairobi, Berbera, Bossaso and Hargeisa were observed and assessed.

Key findings

The analysis of the Project Document revealed considerable ambiguity concerning the scope of the Project. The External Evaluation conducted in 2000 formulated a number of recommendations, the main one in the sense of removing the mandates of 'authority' and 'development' from the scope of the Project.

CACAS appears to, in the most, have confined its activities to this revised mandate, while other stakeholders, and especially the local authorities, continued seeing CACAS as a development agency. Much of the criticism originates from this misunderstanding.

In respect to mandate A. of the mission, to assess the status of implementation of the five immediate objectives/key functions, key findings were:

- Objectives 1 and 2, availability of systems and services, the users, stated that, where available, the FIS provided is adequate. However, they would like to see a higher level of service of AIS, ATC, OPMET and the implementation of VHF, NAVAIDS, and VHF air ground communications.
- Objective 3, accelerated development of skilled manpower, the views of the Somali authorities were that more should have been done, and that all the positions should be filled by Somalis.

The Project Document envisaged the training of personnel for the continued operation of the air transport system and to facilitate the integration of Somali civil aviation personnel.

- Objective 4, revenue generation: for CACAS it has been limited to air navigation charges whilst airports do collect and retain their own charges. There is a level of cross-subsidisation of Air Navigation Charges to airports as (1) consultancies and non-ANS systems and services provided to airports are not charged and (2) some users do not pay ANS charges to CACAS alleging they are paid to local authorities.
- Objective 5, cost recovery, has been achieved through the levying of air navigation charges collected through IATA. There is a substantial amount of arrears and bad debts and efforts to collect these have stalled.

In respect to mandate B of the mission, determine if the objectives of the project and the mission of CACAS are still adequate and relevant in the current context, the findings were:

- The Transitional Federal Government of Somalia (TFGS) considers that the mandate of ICAO to provide services in the Mogadishu FIR lapsed with the establishment of an internationally recognised Somali Government, and that therefore the Flight Information Centre should operate under their authority;
- The regions expressed the desire (not to say the intent) of taking over the provision of Air Traffic Services in the airspace over the territory under their control, under the argument of inadequate level of service, lack of progress in infrastructure development and alleged lack of transparency in the allocation of resources;

- All levy criticism at the lack of support to their own endeavours, mainly in respect to infrastructure development, especially of airports, which they continue to perceive as a CACAS mandate.

Conclusions

From the information collected and observations, the contradictions and ambiguity in the mandate of CACAS are at the root of much of the mistrust of the federal and regional authorities towards the project. This source of misunderstanding should be removed without delay.

In what concerns the five key-functions, the mission believes that some of the criticism of both the users and the authorities alike is justified. A more proactive approach could have led to a more accelerated infrastructure development, namely by the deployment of some VHF, NAVAIDS and/or GNSS procedures, the improvement in the level of services, namely the provision of some ATC, better AIS and better AEROMET, and in a more accelerated empowerment of Somali nationals. It is to be recognised, however, that capital investment projects are largely dependent upon the availability of financial resources.

The evaluation team was left with the perception that more involvement in the project by ICAO and UNDP could have resulted in the mitigation or elimination of many of the reported problems and shortcomings.

Finally, and what concerns the future, the demands of the Transitional Federal Government and the regions for ownership cannot be ignored. These demands must be dealt with by dialogue, addressing legitimate concerns while maintaining the integrity of the Mogadishu FIR. ICAO and UNDP should take steps aimed at piloting the transition with a view to precluding disruptions in essential services.

Key recommendations

The recommendations cover:

- A. Project performance in the sense of ensuring better effectiveness under the existing framework by clarifying the mandate, improving project control, and instilling a sense of ownership by Somalia,
- B. Institutional issues and the setting in motion the transition towards the handing over responsibility for the provision of services to Somalia through:
 - a. Promotion of consultations;
 - b. Establishment of a Steering Committee to provide the framework for the conduct of the consultations.
- C. Improvement of service provision and the infrastructure development.



1. Introduction

Description of the program

- 1.1 SOM/03/016/ was approved in December 2003, as a successor to SOM/96/002, which was active from 1996 to 2003. Both projects had as main objective ensuring the continued availability of essential safety services for international civil aviation in the absence of a functioning and recognised Government of Somalia.
- 1.2 CACAS derives its authority firstly, from requests of the Secretary General of the United Nations of April 1991 to provide emergency aid to Somalia, and of March 1995 asking ICAO to act in matters of civil aviation with regard to Somalia. Additionally, development objectives were defined for the rehabilitation of the civil aviation services and infrastructure and for establishing of a nucleus for a future Civil Aviation Administration in Somalia.

Mission

- 1.3 In line with the above mandate the original Project document defined the Mission of the Authority as being:

“To provide, under the supervision of the Director of the Technical Cooperation Bureau of ICAO, and as far as possible on a self-sustainable basis, for the operation and maintenance of essential facilities, equipment and services for international air transport operations, and humanitarian and relief flights within the Mogadishu Flight Information Region (FIR and ground facilities in Somalia), and to plan, programme, and develop, an essential nucleus for the establishment of a Civil Aviation Administration infrastructure for future government of Somalia”

Tasks

- 1.4 The following immediate objectives are defined in the project document:
 - a. To ensure that an adequate level of safety of service is provided for air transport operations;
 - b. To efficiently provide, operate, maintain or develop aviation facilities and services that are essential to the conduct of international air transport operations and of humanitarian, emergency relief and rehabilitation activities in Somalia;
 - c. To initiate and implement programmes for the accelerated development of skilled manpower;
 - d. To obtain maximum productivity from the resources allocated to the Authority and to commercialise self-funding and/or profit-making system components where practicable;
 - e. To recover the costs of facilities that are provided, operated and maintained in support of air transport requirements.

- 1.5 Additionally, the following five key functions were assigned:
- The provision of Air Traffic Services to aircraft operating within and through the airspace of Somalia (FIR) and the collection of revenue through the application of aeronautical charges;
 - Provision of technical and operational assistance at designated airports and to local administrations in Somalia;
 - Establishment and operation of a nucleus civil aviation administration for the functioning of CACAS;
 - Formulation and implementation of a training programme for national personnel;
 - Formulation of procedures and draft regulations required for the operation and maintenance of civil aviation activities.



2. Purpose of the evaluation

- 2.1 The succinct mandate of the evaluation team was to assess the status of implementation of the five objectives of the project and to establish if the object and mission of CACAS continue to be adequate and relevant in the current context.
- 2.2 This succinct mandate was expanded to include assessing the services and facilities provided to air transport operations, and the implications in terms of user benefits, costs, staffing, management and impact on capacity building.
- 2.3 It was further defined as important, in the context of the ‘caretaker’ role of the project, to assess the systems and procedures put into place to collect airspace user fees and ensure flight safety, as well as their recording and utilization with a view to ultimate accountability to a future Somali administration.
- 2.4 The evaluation was also to assess the participation of national staff and the involvement of local authorities in the project activities.
- 2.5 Recommendations should be developed to address correction of shortcomings and eventual gaps in the sector not currently covered by the project and the future direction in capacity building.



3. Key questions and limitations

- 3.1 From its vast mandate the evaluation team proposed to retain as core the assessment of the provision of service, systems implementation, capacity building, relations with national authorities, and the future direction of the project. This concentrated mandate was approved by UNDP and ICAO. Those areas are thus analysed in greater detail, but without completely ignoring other pertinent issues of the CACAS mandate where appropriate.
- 3.2 The evaluation team did not assess financial issues in any great detail, much less conduct a financial audit of the project which in any case was outside its terms of reference. This, nevertheless, would appear necessary if nothing else as pre-requisite to the eventual handing over the project to national authorities.
- 3.3 Finally, assessing the extent to which reported difficulties in obtaining Kenya resident permits to Somali nationals has been detrimental to the achievement of better Somali capacity building was beyond available time and resources.



4. Approach and methodology

- 4.1 To carry out its mandate the evaluation mission undertook the following:
 - a. Analysed the Project Document and the recommendations of previous evaluation missions, mainly the 2000 mission.
 - b. Conducted interviews with the main stake-holders of the project, i.e. ICAO, Regional Office, UNDP, and CACAS.
 - c. Questionnaires were prepared for, and direct interviews were held with, the authorities responsible for aviation in the Provisional Federal Government of Somalia and the Regional authorities of Puntland and Somaliland.
 - d. Questionnaires were prepared followed-up by interviews with the main airspace users, represented with UNHAS for the UN relief and humanitarian flights, AFRAA and IATA for the commercial airlines, and KAAO for the Kenya general aviation operators, many of which conduct flights for UN Agencies.
 - e. The provision of service provided by CACAS was observed, and the existing project provided or managed infrastructure and systems in Nairobi, Berbera, Bossaso and Hargeisa were observed.
- 4.2 The information obtained and the data collected were assessed. The forms used are attached to his report, whilst the detailed data gathered and detailed reports on information obtained are handed over separately for reference if need be.
- 4.3 Where available, quantified data was used. However, due to the nature of the project, i.e., provision of services, most of the findings and conclusions are based on expressed views, perceptions, or observations.



5. Summary of findings

Review of the Project Document and of previous evaluation reports

- 5.1 The analysis of the Project Document revealed considerable ambiguity concerning the mandate and scope of the Project. The Evaluation conducted in 2000 had formulated a number of recommendations¹ mainly in the sense of removing the mandates of ‘authority’ and ‘development’ from the mandate of the Project. Though the recommendations were attached to the Project Document and it is stated that they were taken into account, the fact is that in the most they were not.
- 5.2 Most relevant is Recommendation 1, which, already in the wake of what had been recommended in 1996, proposed that CACAS Mission be redefined to “*provide... Aeronautical Information, Communications and Meteorological Services...*” Compared with the mission in the Project Document, the mandate “*to plan, programme, and develop, an essential nucleus for the establishment of a Civil Aviation Administration infrastructure for future government of Somalia*” was to be removed.
- 5.3 Recommendation 2 went on to state that the Project Document should be revised to reflect the new mandate. As this was not done, the mandate became ambiguous. CACAS management has clearly assumed its role in accordance with the new mandate, i.e., as of an Air Navigation Services provider only, whilst the Somali stakeholders have been assuming that the institutional development role was still in its mandate. This appears to us to be at the root of much of the dissatisfaction of the Somali authorities with the project.
- As a result of the assumed new mandate of CACAS, some functions associated with the authority mandate have not been completed, e.g., “*End of Project Situation, (B.2)*”, namely *B.2.2 - Organisational Structure, B.2.5 - Procedures*, and to a large extent *B.2.6, Civil Aviation Personnel*. Examples are the *drafting of national regulations* and the establishment of the *Air Operations and Aviation Services Divisions*.
 - Notwithstanding, there are draft regulations and it is intended that they be updated at the time of the transition. Provision has been made in the budget for an aviation legislation consultant for the review of the law and regulations in due course. Also two skeletal staff are maintained in Air Operations and Aviation Services.
- 5.4 Recommendation 3 called for the preparation of a civil aviation infrastructure development strategy for Somalia by ICAO in consultation with UNDP. This was prepared for the main airports in Puntland and Somaliland and for Baidoa and submitted to UNDP in February 2006.
- 5.5 Recommendation 4 called for the search of funds for civil aviation projects. Following a donor conference in Nairobi, there were meetings with donors in

¹ These are attached for ease of reference

Dubai in which representatives of Somaliland and Puntland Governments were present. The Civil Aviation Infrastructure Development Strategy was submitted to UNDP for funds mobilization.

- 5.6 Recommendation 5 asked for regular coordination meetings to be held with regional authorities. This does not appear to have been consistently pursued.
- 5.7 Recommendation 6 called for the development of a manpower plan in view of the revised mandate of CACAS. Though a formal man-power plan doesn't appear to have been developed, ad-hoc actions consistent with the revised mandate have been taken, including the reduction of staff.²
- 5.8 Recommendation 8 proposed that the responsibility of airport RFF to be transferred to the local authorities. Reportedly this was deliberately not done as the parties concerned agreed to maintain the existing arrangement.
- 5.9 Recommendation 11 urged that the salary disparities between Kenyan and Somali professionals be addressed. This was partly addressed and existing disparities are being addressed. See footnote under 5.9 above.
- 5.10 Recommendation 13 asked for the establishment of formal monitoring mechanisms including quarterly reviews by UNDP. This was not implemented.

Review of the implementation of immediate objectives

- 5.11 Objective 1, *to ensure that an adequate level of safety of service is provided for air transport operations:*
 - The provision of Flight Information Services meets this requirement at the basic level, though higher level of services is desirable.
 - The RFF provided by the project does not meet the requirement. See below.
- 5.12 Objective 2, *to efficiently provide, operate, maintain or develop aviation facilities and services essential to the conduct of international air transport operations and of humanitarian, emergency relief and rehabilitation activities in Somalia:*
 - Basic ATM services have been deployed in the FIR. Improvement has been achieved in fixed services availability and reliability via the regional NAFISAT project. On Surveillance, there has been no improvement but plans are reportedly in the pipeline for ADS-C/CPDLC and ADS-B. No improvement in the fields of mobile communications and navigation.
- 5.13 Objective 3, *to initiate and implement programmes for the accelerated development of skilled manpower:*

² A study regarding the organizational structure was commissioned in 2005. Some of its recommendations were implemented, e.g., the ongoing reduction in the salary disparities between Somalis and non-Somalis. Project staff now comprises 84% Somalis except in project management and finance where a new scheme involving the incorporation of Somali counterparts, as part of the transition, is being worked out.

A strategy exists for reviewing manpower requirements subject to level of service and budgetary considerations.

- Objective achieved on the air navigation field. In all other fields, namely those pertaining to an Aeronautical Authority, the requirements remain mostly unfulfilled. This objective is being understood as substantially reduced in light of the new mandate.
- Objective 4, *to obtain maximum productivity from the resources allocated to the Authority and to commercialise self-funding and/or profit-making system components where practicable* has not been fully achieved. In fact, all the services and systems provided to airports are not charged, and thus are a cross-subsidisation of airports by air navigation. This could be questioned in light of objective 4.

5.14 Objective 5, *to recover the costs of facilities that are provided, operated and maintained in support of air transport requirements*, can be reported as achieved, with two caveats:

- Bad debts of about US\$8.5 Million exist. Some, but not the majority, arise from Somali operators, some of who allege payment of ANS charges to local authorities. It could not be confirmed from the local authorities whether they also collect air navigation charges.
- Recovering of bad debts should be pursued to successful conclusion.

Review of implementation of key functions

5.15 Function 1, *provision of Air Traffic Services to aircraft operating within and through the airspace of Somalia (FIR) and the collection of revenue through the application of aeronautical charges*:

- Lower airspace users, represented by KAAO and UNHAS, indicate that services and systems do not fully meet their requirements, and would like to see improvements in the following:
 - ▲ Better availability of VHF, considering existing HF as unreliable.
 - ▲ Implementation of ATC, especially at main airports.
 - ▲ NAVAIDS (VOR/ILS) at main airports, and/or GNSS procedures.
 - ▲ Better availability of AIS.
 - ▲ Availability of OPMET data, especially METARs and TAFs.
- For their part airlines are satisfied with the status quo, reflecting no doubt the almost total independence of their overflying traffic from ground support. Nevertheless, a major airline considered the ATS and Mobile Communications services inadequate.
- It is relevant and of consequence to note that whilst lower airspace users would be willing to accept higher air navigations charges in exchange for better availability of services and systems, high airspace users are not, with one major airline considering the charges too high for the service provided.

5.16 Function 2, *provision of technical and operational assistance to degree possible at designated airports and to local administrations in Somalia*:

Somaliland

- Hargeisa averages about 12 movements a day, the others airports significantly less.
- CACAS employs 37 Somalis for the provision of Airport Rescue & Fire Fighting (RFF) Aerodrome Flight Information Service, AEROMET, and Aeronautical Communications at Hargeisa, Bossaso, Berbera, and Borama Airports. AIS and Engineering services are also provided in Hargeisa.
- From our observations equipment and working conditions at all locations are well below standards.
- RFF equipment is non-existent or inoperable and would be of little help in the event of an aircraft accident.
- The Hargeisa Egal Intl. Airport has a relatively modern terminal and Control Tower provided with the support of CACAS. CACAS provided support in patching the runway, apron, and taxiway. CACAS has also provided a 160 KVA generator. Reportedly, airport fencing is planned.
- The Somaliland Ministry of Civil Aviation & Air Transport maintains the runways and other operational services of seven International or commercial airports. This includes the power supply and the emergency runway lighting at Hargeisa Airport. Revenue is obtained from airport landing fees.

Puntland

- Bossaso airport averages about five operations a day.
- CACAS provides AFIS, AEROMET, Aeronautical Communications, RFF, and engineering services.
- RFF equipment is non-existent or inoperable and would be of little help in the event of an aircraft accident.
- CACAS has assisted in:
 - ▲ Repairing and extension of Bossaso runway.
 - ▲ Construction of new taxiways & apron.
 - ▲ Installation of airport security fence.
 - ▲ Technical assistance, including funding of Garowe airfield runway.
 - ▲ Provision of retro reflective runway edge markers.
- For its part the Ministry of Aviation reportedly has, “without any assistance”, constructed eight buildings at Bossaso Airport including the Control Tower, passenger terminal, Airport Police station, Rescue & Fire-fighting station and Customs, and training buildings.

Mogadishu

- CACAS has provided HF radios, weather station, windsocks, and flight progress strips. Reportedly, airport fencing is planned.

5.17 Function 3, *establishment and operation of a nucleus of civil aviation administration for the functioning of CACAS:*

- CACAS employed 103 professional personnel as of May 2009. Eighty-seven (84%) of these personnel are Somali (thirty-seven of them in Nairobi). CACAS employs fifty Air Traffic Services, airport Rescue & Fire-fighting field employees in Puntland and in Somaliland. These personnel are the extent of a “nucleus.”
- Ministry Civil Aviation personnel, the CACAS Aerodrome Flight Information Service, and RFF units visited at Hargeisa, Berbera, and Bossaso reported that they do not have ICAO Documents for reference or study. ICAO documents such as the Airport Services Manual, Document 9137, Rescue and Fire Fighting; Aerodrome Flight Information Service (AFIS) Circular 211, Annex 11 Air Traffic Services, and Air Traffic Management Document 4444 should be made available by CACAS.

5.18 Function 4, *Formulation and implementation of a training programme to facilitate integration of Somali civil aviation personnel:*

- The ICAO/UNDP Project Document specifies as key function the “establishment of a Training Programme in support of” Air Traffic Services, essential Technical and Operational Assistance, and the “nucleus of a civil aviation organization for a future Government of Somalia.”
- CACAS reported that their Training Policy is prioritised as follows:
 - (1) Somali Nationals employed by CACAS;
 - (2) Somali Nationals working in Somalia;
 - (3) International project staff employed in critical positions.
- CACAS provided training to employees of local civil aviation administrations in airport operations and Aviation Security.
- The project has provided 129 fellowships since 2003 of which 88% went to Somalis. This includes ATS, Communications, Meteorology, AIS, Aviation Security, and English. Fellowships were provided in support of the project’s activities and took into consideration the level of service and availability of funds.
- Notwithstanding these efforts, the Somali authorities hold the view that more should have been done, and that by now all the positions should have been filled by Somalis. This view is disputed by project management.

5.19 Function 5. Formulation of procedures and draft regulations required for the operation and maintenance of civil aviation activities.

- This was addressed under 5.3 above.

5.20 It was probably unavoidable that the perceptions of the project by management and supporting institutions on one side, and users and Somali institutions on the other would not be entirely coincident. Nevertheless the extent of ill-feeling towards the project of local authorities was surprising. To a large extent the existing strains may arise from misunderstanding concerning the relative responsibilities and

capabilities of UNDP, ICAO and CACAS. Some expectations are clearly unrealistic.

- 5.21 The local official in Puntland and Somaliland complain of lack of communication and coordination. They raise suspicion regarding the collection and distribution of air navigation revenue. They levy criticism at the lack of support to their own endeavours, mainly in respect to infrastructure development (primarily of airports) which they continue to perceive as a CACAS mandate. ICAO ESAF for its part considers coordination and communication with Puntland as cordial while some difficulties exist with Somaliland.
- 5.22 Puntland authorities suggested (1) that the CACAS project “should be shifted from Nairobi to Somalia, particularly Bossaso...” and (2) the establishment of a Civil Aviation Training School for which they have provided a building.
- 5.23 Somaliland authorities complained that CACAS issued a NOTAM in 2008 closing Somaliland airports stemming from a dispute over runway resurfacing and night operations at Hargeisa. The NOTAM seen by the Evaluation Team only withdrew AFIS at Hargeisa. This illustrates the prevailing climate of mistrust leading in many instances to the apportioning of blame by sentiment rather than by facts.
- 5.24 A NOTAM, dating back to UNOSOM (1995), states that the Mogadishu airport is closed. This closure is disputed by the authorities concerned. The reality is that there are daily aircraft operations at Mogadishu. The mandate of AIS to maintain a NOTAM in force against the will of the responsible authority could be questioned.
- 5.25 In respect to mandate B of the mission, determine if the objectives of the project and the mission of CACAS are still adequate and relevant in the current context, the findings were:
 - Somalia TFG considers that the mandate to ICAO to provide services in the Mogadishu FIR lapsed with the establishment of an internationally recognised Somali Government, and that therefore the ACC should come under their mandate.
 - The regions express the desire, not to say the intent, of taking over the provision of ATS in the airspace over the territory under their control.
- 5.26 The mission detected what appeared to be some pre-disposition, if not a consensus, towards the establishment of federal autonomous bodies for the provision of Air Navigation Services (e.g. an Air Navigation Services Provider) and Civil Aviation Regulatory and Safety Oversight functions (e.g. a Civil Aviation Authority).



6. Conclusions

- 6.1 From the information collected and from our own observations, the contradictions and ambiguity in the mandate of CACAS should have been resolved at the outset. Had recommendation 2 of the 2000 evaluation mission been acted upon, i.e. the Project Document been revised, the ambiguities would have been eliminated and thus much of the basis for the criticism of the regions been removed.
- 6.2 In what concerned the five key-functions, the mission was left with the perception that some of the criticism of users and authorities alike is valid, and that a more pro-active approach could have resulted in better development of the infrastructure, the improvement in the level of services, and in a more accelerated replacement of expatriates by Somali nationals.
- 6.3 From the information collected and from our own observations, a level of complacency settled in. Old initiatives have been abandoned, whilst new ones have not been initiated. The provision of ATS, AIS and Met has settled into a routine, with no sufficient effort being put into better ensuring meeting user requirements, and in some cases, such as AIS, even into conforming to ICAO standards. In what concerns AEROMET, users' comments beg the question of whether the department is fulfilling any practical role.
- 6.4 Efforts to handover responsibilities to Somali nationals have not lead to full results. For example, the continued hiring of non-Somalis for the provision of AIS and AFS could be questioned. The same probably also is the case of ATS, though a more detailed analysis on staff licensing practices and possibilities would need to be carried out to determine whether any change could be brought to the status quo.
- 6.5 Some inadequacies could also be ascribed to insufficient functional supervision of the project. The Project Document Organisation Chart (Annex VII) foresaw the establishment of a Management Advisory Board, and Advisory Committees for Planning and Development, Training, Strategic Planning, Infrastructure Planning, and Contracts Evaluation. The Management Advisory Board and Committees were eventually discontinued due to under-utilization. The Contracts Evaluation Committee remained.
- 6.6 In the same vein, the 2000 Evaluation recommended that "more formal mechanisms, including Quarterly Review meetings between project management, and UNDP officials and annual audits be implemented." In addition, the Project Document states that the provision of services is to be conducted "under the supervision of the Director of the Technical Cooperation Bureau of ICAO." The evaluation team was led to believe that neither of these oversight mechanisms functioned as intended.
- 6.7 Concerning the future, there is first of all the need to restate the mandate of CACAS as an ANS provider only. Secondly, supervision and control of the project must be enhanced by the establishing of a supervisory body. The concerns of the regions are likely to be alleviated with their integration into this supervisory body.
- 6.8 On the institutional front, the Somali TFG questions the continued validity of the project mandate and the regional authorities expressed intent of taking upon

themselves the provision of ATS in the airspace over the territories must be dealt with by dialogue with a view to addressing legitimate concerns whilst maintaining the integrity of the Mogadishu FIR.

- 6.9 The view of the evaluation mission is that ensuring availability and continuity in the provision of services in the Mogadishu FIR/UIR must be the over-riding consideration, and that there are no conditions at the moment for this to be achieved other than within the existing framework. This with the caveat that Somali authorities – both federal and regional – should be given a stronger say in the way the project is managed. Recommendations have been formulated in this regard.³
- 6.10 Finally, licensing and oversight functions either do not exist, or are carried out in a fragmented way, it not being obvious that the authorities exerting them have either the capacity or the mandate to do so. These functions are also not being exercised by CACAS, though at least one of the regions is under the impression they are.
- 6.11 It is thus imperative that a regulatory body be established with a view to ensuring safety of operations be it of airports, air transport or general aviation. This, we suggest, could be achieved by the establishing of an autonomous federal body for regulatory and oversight functions and for the supervision of the provision of ANS and airports.



³ ICAO proposes to conduct a detailed gap analysis as part of the anticipated revision of the project to provide a more competency based framework including the transition of functions to the Somali authorities taking into consideration the prevailing socio-political context and funding options.

7. Recommendations

7.1 Recommendations A - Project performance

Recommendation A.1: 2000 Evaluation Mission Recommendations

That the following non-implemented recommendations of the 2000 Evaluation be implemented:

- Recommendation 1: The mission of the Civil Aviation Caretaker Authority of Somalia (CACAS) be redefined as follows – “To provide under the supervision of the Director of Technical Cooperation Bureau of ICAO, for the provision on a self-financing basis of aeronautical information, communications and meteorological services for international air transport operations within Mogadishu Flight Information Region.”
- Recommendation 2: The existing Project Document be reviewed as soon as possible to reflect the Project’s new mandate.
- Recommendation 6: CACAS management undertake a review to determine the manpower necessary to meet the requirements of its new mandate, and that a strategy be developed to achieve the new staffing levels as soon as practicable.
- Recommendation 11: CACAS management revisit the question of the levels of remuneration for Somali professional staff and Kenyan nationals employed in the Project to examine the scope for reducing the disparity.
- Recommendation 13: More formal monitoring mechanisms, including Quarterly Review Meetings between Project Management and UNDP officials and annual audits be implemented.

Recommendation A.2: Establishment of a Steering Committee

That a Steering Committee be established to replace the Management Advisory Board foreseen in the Project Document. The Committee should integrate representatives of ICAO, UNDP, and the TFG of Somalia, Puntland and Somaliland. The terms of reference of the Committee should be agreed among its members, but should include at least the following functions:

- Setting objectives for levels of service;
- Setting objectives and priorities for infrastructure development;
- Setting objectives for Somali manpower development and target dates for replacement of non-Somali staff with Somali nationals;
- Keeping under review the need for non-Somali staff;
- Review of the annual budget.

Recommendation A.3: Project Coordinator Terms of Reference

That the terms of terms of reference of the Project coordinator be amended to include his functional responsibility to the Steering Committee.

7.2 Recommendations B - Institutional

Recommendation B.1: Hand-over of the responsibility of CACAS

That UNDP and ICAO promote consultations with the Somali TFG and the Regions with a view to agree on methodology and time-table for the hand-over of all the functions assigned to CACAS. The Steering Committee could provide the ideal framework for the conduct of these consultations.

7.3 Recommendations C – Improvement of Service Provision

Recommendation C.1: Provision of ATS

1. That actions be taken with a view to designate upper airspace of Mogadishu UIR as Class A airspace with the inherent provision of full ATC.
2. That main airports in Somalia⁴ be designated as controlled aerodromes, with the inherent provision of full air traffic control

Recommendation C.2: Provision of mobile communications on VHF

That a plan be developed to supplement the existing en-route communications on HF with VHF. If this cannot satisfactorily be completed from sites in Somalia, consideration should be given to enlist the cooperation of neighbouring States to use locations in their territories.

Recommendation C.3: Provision of Navigations service

1. That, in coordination with local authorities and user representatives, especially KAAO and representatives of Somali operators, a number of NAVAIDS be deployed to support mainly approach and landing.
2. That GNSS approach procedures be developed for the main airports and aerodromes in Somalia.
3. That efforts be made to ensure that provision of AIS encompass all Somali territory.
4. That the provision of AEROMET by CACAS be assessed with a view to meeting user requirements for OPMET data, namely Metars and TAFs.

Recommendation C.4: Recovering of bad debts

That recovering of bad debts should be pursued to successful conclusion.

Recommendation C.5: Status of Project vis-à-vis-Kenya

That consideration be given by ICAO to bringing the Project fully under the umbrella of the common UN agreement with the Kenya Government. If fully successful, this would likely facilitate deployment of Somali nationals to the project.



⁴ Somalia in this context refers to the whole territory of Somalia including the Regions.

LIST OF ANNEXES

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Annex I – Acronyms and Abbreviations

ACC	Area Control Centre
ADS-B	Automatic Dependent Surveillance - Broadcast
AEROMET	Aeronautical Meteorology
AFIS	Aerodrome Flight Information Service
AFRAA	African Airlines Association
AFS	Aeronautical Fixed Services
AFTN	Aeronautical Fixed Telecommunications Network
AIP	Aeronautical Information Publication
AIS	Aeronautical Information Service
AMS	Aeronautical Mobile Service (air ground communications)
ATC	Air Traffic Control
ATM	Air Traffic Management
ATS	Air Traffic Services
ATS/DS	Air Traffic Services Direct Speech Circuit
CAA	Civil Aviation Authority
CACAS	Civil Aviation Caretaker Authority for Somalia
CNS	Communications, Navigation, and Surveillance Systems
COM	Communications
CPDLC	Controller Pilot Data Link Communications
EUMETSAT	European Organisation for the Exploitation of Meteorological Satellites
FIC	Flight Information Centre
FIR	Flight Information Region
FIS	Flight Information Service
GNSS	Global Navigation Satellite Systems
ICAO	International Civil Aviation Organisation
KAAO	Kenya Association of Air Operators
MET	Meteorology
NAVAID	Radio Navigation Aid
HF	High Frequency
IATA	International Air Transport Association
ILS	Instrument landing system
METAR	Aviation Routine Weather Report
NAFISAT	North Eastern AFI VSAT network
NOTAM	Notice to Airmen
OPMET	Operational Meteorological Information
RFF	Airport Rescue and Fire Fighting Services
SAR	Search and Rescue
SCAMA	Somalia Civil Aviation Management Authority
SITA	Société Internationale de Télécommunications Aéronautiques
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TAF	Terminal Aerodrome Forecast
TFGS	Transitional Federal Government of Somalia
UNDP	United Nations Development Programme
UNHAS	United Nations Humanitarian Air Services
UIR	Upper Flight Information Region
VHF	Very High Frequency



Evaluation Mission
Civil Aviation Caretaker Authority for Somalia (CACAS)
SOM/03/106/F/01/15
Inception Report

Prepared by:

Daher Muse Calin, Somali National Evaluator
José Carvalho, Aviation & Evaluation Expert
Ernest Wickersham, Evaluation Team Leader

10 June 2009

1. Introduction

This Inception Report is provided pursuant to the Terms of Reference, Itinerary, and Outputs, point 1. As required, this report covers the following issues:

- Refined Terms of Reference,
- Key issues to address with the various stakeholders,
- Evaluation methodology and framework,
- Roles and responsibilities,
- Report structure and format, and
- Work Plan.

2. Refined Terms of Reference

Evaluate:

- Provision of Air Traffic Services to aircraft operating within and through the airspace of Somalia (FIR) and the collection of revenue through the application of aeronautical charges;
- Provision of technical and operational assistance at designated airports and to local administrations in Somalia;
- Establishment and operation of a nucleus civil aviation administration for the functioning of CACAS;
- Formulation and implementation of a training programme for national personnel;
- Formulation of procedures and draft regulations required for the operation and maintenance of civil aviation activities;
- Previous project evaluations and the extent that their recommendations have been implemented;
- Whether project's main activities have been implemented as planned and systems performance;
- Extent that local administrations and national staff have been involved in project implementation and have assumed associated responsibilities;

- Project document’s definition and explanation of the mission and caretaker role, problems to be addressed, strategy, and the document’s arrangements for management;
- Project’s relevance to international community.

3. Stakeholders and Key Issues to be Addressed

Following stakeholders were identified:

- Government of Somalia
- Regional authorities of Puntland and Somaliland
- UNDP
- CACAS
 - Traffic statistics
 - Past and Planned Program Activities
 - Manpower Development Plan
 - Financial data
- ICAO
- Airspace Users Including:
 - Commercial Users: International Air Transport Assn (IATA), African Airlines Association (AFRAA), and other aircraft operators
 - UN Agencies: United Nations Humanitarian Air Services (UNHAS)
 - Other Agencies: European Commission Humanitarian Aid Department (ECHO)

4. Evaluation Methodology & Framework

Data Collection & Analysis

- Questionnaires
- Interviews with identified stakeholders
- Field visits and observation
- Review of Financial data and Traffic statistics

5. Roles and Responsibilities

In accordance with Team Terms of Reference

6. Report Structure & Format

The report will conform to UNDP Guidelines for Evaluation Reports. It will also be consistent with the Project SOM/96/002 In-depth Project Evaluation Final Report of May 2000 for ease of reference. Specific headings will include:

- Executive Summary
- Project Concept and Design
- Project Implementation
- Conclusions and Recommendations

Work Plan

Schedule setting out activities and target dates guiding the execution of the evaluation:

Activities & Outputs	Stakeholders	Target Dates
----------------------	--------------	--------------

Week 1

Preparation meetings	ICAO UNDP CACAS	8 June 2009
Preparation of Inception Report	Team	9 & 10 June
Review & approval of Inception Report	ICAO & UNDP	11 & 12 June
Preparation of material for field visits	Team	11 & 12 June

Week 2

Meeting with CACAS	CACAS	15 & 16 June
Meeting with ICAO	ICAO ESAF Office	16 June
Meeting with AFRAA	AFRAA Headquarters	17 June
Meeting with UNHAS		17 June
Meeting with ECHO		17 June
Conference call with IATA Regional Office		18 June
Meeting with DCA Somalia in Nairobi		18 June

Week 3

Nairobi – Hargeisa (<i>EW & DC</i>)		21 June
Field visits & meeting with Hargeisa Project personnel		21 June
Meeting with Somaliland authorities		22 June
Hargeisa – Berbera - Hargeisa		23 June
Field visits & meeting with Project staff		23 June
Hargeisa – Bossaso		24 June
Field visit and meeting with Project staff		24 June
Meeting with Puntland authorities in Bossaso		25 June
Bossaso – Hargeisa – Nairobi (<i>EW & DC</i>)		26 June

Week 4

Draft Report writing		29 June – 1 July
Draft Report presentation		2 July
Wrap-up		3 July

June 2009						
Sun	Mon	Tue	Wed	Thu	Fri	Sat
	1	2	3	4	5	6 Team Leader departed IND for NBO
7	8 (Day 1) Contract Start ICAO ESAF Team Meeting UNDP Somalia Review previous evals	9 (Day 2) UNDP Somalia Review previous evals Drafting Inception Report	10 (Day 3) UNDP Somalia Drafted & submitted Inception Report	11 (Day 4) Drafting key issues to be discussed with stakeholders	12 (Day 5) ICAO ESAF 0900 Drafting key issues to be discussed with stakeholders	13
14	15 (Day 6) CACAS 0930	16 (Day 7) ICAO ESAF 0900, CCAS 1400	17 (Day 8) Security Training Stakeholder Interviews	18 (Day 9) Security Training Stakeholder Interviews	19 (Day 10) Sec Trng 0900,11:30 AFRAA 1100 Stakeholder Interviews Report Drafting Biweekly Report	20
21 NBO – HGA UNDP Security Brief	22 (Day 11) DCA Somalia in NBO Somaliland Officials Hargeisa AFIS & RFFS Stakeholder Interviews Report Drafting	23 (Day 12) Hargeisa–BBO Berbera AFIS BBO-Hargeisa KenyaAirOps Inter. Report Drafting	24 (Day 13) HGA- Garoowe-BSA Puntland Officials Stakeholder Interviews WFP 14:30 Report Drafting	25 (Day 14) Bossaso AFIS & RFFS BSA-HGA–WJR-NBO Stakeholder Interviews Report Drafting	26 (Day 15) <i>Foundation of Somali Republic in Somaliland</i> Report Drafting Presentation Prep	27
28	29 (Day 16) Report Drafting Presentation Prep	30 (Day 17) Report Drafting Presentation Prep	Notes:			

July 2009						
Sun	Mon	Tue	Wed	Thu	Fri	Sat
			1 (Day 18) <i>Foundation of Somali Republic</i> Report Drafting Presentation Prep	2 (Day 19) Debriefing Meeting & Draft Report Presentation	3 (Day 20) Draft report review	4 Team Leader departed NBO in accordance with UNDP contract
5	6 Draft report review	7 Draft report review	8 Draft report review, draft discussed with ICAO ESAF	9 Draft report review	10 Draft report review Draft report submitted to UNDP SOM & ICAO ESAF	11
12	13	14	15	16	17 UNDP & ICAO draft report comments & recommendations requested by this date	18
19	20	21 ICAO ESAF comments on draft report received & being considered	22 Draft reported edited considering ICAO ESAF comments	23 Draft reported edited considering ICAO ESAF comments	24 Final report submitted to UNDP SOM & ICAO ESAF	25
Notes:						

OFFICIALS CONTACTED

UNDP Somalia

Mr. Eric Overvest, Deputy Country Director, Programmes
Mr. Sergio Valdini, Deputy Country Director, Operations
Ms. Laurel Patterson, Head of Programme Management Support Team, Assistant Country Director Programmes
Ms. Chinyelumugo Okoh, Project Management Support Officer

ICAO Eastern & Southern African Office

Mr. G.P. Moshabesha, Regional Director
Mamadou Ndiaye, Deputy Regional Director
Ms. Nancy Onyedim, ICAO Regional Officer, Technical Cooperation
Ms. Mary Anim Obeng, Regional Officer CNS/Expert Regional en CNS
Mr. Konan Brou, Regional Officer, ATM

Transitional Federal Government of Somali Republic

Honorable Ali Ahmed Jama, Minister of Air & Land Transport

Somali Civil Aviation Management Authority (SCAMA)

Capt. Mohamoud Sh. Ali, General Manager

Puntland State of Somalia

Honorable Ahmed Elmi Osman, Minister of Civil Aviation & Airports
Mr. Abdulkadir Sh. Mohamud, Director General of Civil Aviation & Airports
Mr. Abdullahi Farah Essa, Director of Civil Aviation & Airports
Mr. Amin Abdullahi Hagai, Director of Planning, Air Transport, & Statistics
Mr. Abdulmajid Samater, Bossaso Airport Manager
Mr. Siciid Yusuf, Bossaso Airport Deputy Manager

Somaliland

Honorable Ali Mohamed Waran-Adde, Minister of Civil Aviation & Air Transport, Hargeisa,
Honorable Ahmed Omar Mohamed, Vice-Minister of Civil Aviation & Air Transport
Mr. Abdi Ali Obsieh, Director General, Ministry of Civil Aviation & Air Transport
Mr. Saeed Madi Ileye, Director, Ministry of Civil Aviation & Air Transport

Civil Aviation Caretaker Authority for Somalia (CACAS)

Mr. Kemoitse J. Mosupukwa, CACAS Project Coordinator
Mr. Athanas B. Wanyama, Air Traffic Services Expert – Operations
Mr. Denis Manirambona, Chief Finance Officer
Mr. Arthemon Ndikumana, Senior Airport Maintenance Engineer
Mogadishu FIC personnel
Project personnel in Hargeisa, Berbera, and Bossaso

United Nations Humanitarian Air Services (UNHAS)

Mr. Seppo Jarvenpera, Deputy Chief Air Traffic Operations

International Air Transport Association (IATA)

Mr. Gaoussou Konate, Regional Director Safety, Operations & Infrastructure, AFI

African Airlines Association (AFRAA)

Mr. Christian E. Folly-Kossi, Secretary General
Mr. Elijah Chingosho, Technical and Training Director

Kenya Association of Air Operators (KAAO)

Col. E.K. Waithaka, Chief Executive

Africair, Inc.

Capt. T.A.D. Watts, Managing Director

ALS Ltd. (Aircraft Leasing Services)

Mr. Ramesh Peshavaria, Managing Director

Bluebird Aviation, Ltd.

Capt. J.F. Mahommed, General Manager



**UNDP/ICAO EVALUATION
CIVIL AVIATION CARETAKER AUTHORITY FOR SOMALIA
CACAS SOM/03/016/F/01/15
June 8 – July 3, 2009**

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EASTERN & SOUTHERN AFRICAN (ESAF) OFFICE EVALUATION FORM

The Team will primarily evaluate the implementation status of the five key objectives of the current CACAS project, i.e.:

- (1) Provision of Air Traffic Services to aircraft operating in the Mogadishu FIR and the collection of revenue through the application of aeronautical charges
- (2) Provision of technical and operational assistance at designated airports and to local administrations in Somalia
- (3) Establishment and operation of a nucleus Civil Aviation Administration for the functioning of CACAS
- (4) Formulation and implementation of a training programme for national personnel
- (5) Formulation of procedures and draft regulations required for the operation and maintenance of civil aviation activities.

The following is an outline of key issues to be discussed and specific information to be obtained. Paragraph & page numbers refer to the UNDP Project Document which should be referred to.

A.4. Institutional Framework (page 5)

- A.4.2.1. To ensure that an adequate level of safety and service is provided for air transport operations
- A.4.2.2. To efficiently provide, operate, maintain or develop aviation facilities and services that are essential to the conduct of international air transport operations and of humanitarian emergency relief and rehabilitation activities in Somalia.
- A.4.2.3. To initiate and maintain programmes for the accelerated development of skilled manpower.
- A.4.2.4. To obtain maximum productivity from the resources allocated to CACAS and to commercialise self-funding and/or profit-making system components where practicable.
- A.4.2.5. To recover the costs of facilities and services that are provided to support air transport requirements.

A..5. Terms of Reference (page 7)

6. A..5.2. **Administration**

i The Authority will operate as a project under the direction of the TCB, ICAO and .in close cooperation with the ICAO Regional Office in Nairobi.

iv ICAO shall appoint a suitably qualified Project Manager, for the management and coordination of the activities of the Authority in accordance with its defined role and immediate objectives.

FINANCIAL

A..5.3. **Financial** (page 8)

Is the UN/UNDP/IATA agreement for revenue collection being adhered to?
Would you suggest any changes to these procedures?

B..2.7. **Financial Resources** (page 11)

1. Air Navigation Charges - International Traffic
2. Air Navigation Charges - National Airports
3. ICAO Trust Account – Somalia

B..4.1.2. **Operation** (page 12)

Operational assistance to designated airports....together with the provision of technical assistance, involves also the creation of a potential for local revenue collection....

B..4.1.4. **Resource Utilization** (page 12)

In as much, as the Authority shall be a self-financing body, its operation must be sustained from revenue received. Implementation of the project is proposed in cooperation with UNDP to underwrite the required funding for the project until such time as sufficient funds have accumulated in the ICAO Trust Fund.

B..4.1.5. **Cost Recovery** (page 13)

The underlying principle is the application of charges for services provided. Implementation of the cost recovery concept for international air transport operations is now an ongoing process involving IATA as the collection agency.

B..2 End-of-Project Situation (page 10)

- B..2.1. Aviation Infrastructure
- B..2.2. Organizational Structure.
- B..2.3. Facilities
- B..2.4. Services
- B..2.5. Procedures
- B..2.6. Civil Aviation Personnel

B..2.8. **Transitional Measures** (page 12)

...it is planned that on establishment of a National Government of Somalia all Project activities and assets will be transferred to the designated Government Aviation.

B..4. Strategy & Proposed Implementation Arrangements (page 12)

B..4.1.1. Flight Safety

Have facilities and services been regularly inspected by expert national and international staff?

B..5. Role of External Co-operation in Attainment of Project Objectives (page 14)

B..5.1. Donor Community

H. PROJECT REVIEW, REPORTING AND EVALUATION (page 18)

H..1. It appears that the recommendations of the May 2000 UNDP/ICAO evaluation have been only partly implemented. What are your views?

H..3. To what extent has UNDP formally been visiting the project for purposes of monitoring and reviewing?





**UNDP/ICAO EVALUATION
CIVIL AVIATION CARETAKER AUTHORITY FOR SOMALIA
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CACAS & MOGADISHU FIC EVALUATION FORM

The Team will primarily evaluate the implementation status of the five key objectives of the current CACAS project, i.e.:

- (6) Provision of Air Traffic Services to aircraft operating in the Mogadishu FIR and the collection of revenue through the application of aeronautical charges
- (7) Provision of technical and operational assistance at designated airports and to local administrations in Somalia
- (8) Establishment and operation of a nucleus Civil Aviation Administration for the functioning of CACAS
- (9) Formulation and implementation of a training programme for national personnel
- (10) Formulation of procedures and draft regulations required for the operation and maintenance of civil aviation activities.

The following is an outline of key issues to be discussed and specific information to be obtained. Paragraph numbers refer to the UNDP Project Document which should be referred to.

A.4. Institutional Framework (page 5)

A.4.2.1. To ensure that an adequate level of safety and service is provided for air transport operations

A.4.2.2. To efficiently provide, operate, maintain or develop aviation facilities and services that are essential to the conduct of international air transport operations and of humanitarian emergency relief and rehabilitation activities in Somalia

What initiatives were undertaken in the following Categories?

A – Initiatives with safety implications

B – Initiatives to maintain existing system components and standards

C – Initiatives to increase system capacity

D – Initiatives addressing critical management functions and efficiency

A.4.2.3. To initiate and maintain programmes for the accelerated development of skilled manpower.

A.4.2.4. To obtain maximum productivity from the resources allocated to CACAS and to commercialise self-funding and/or profit-making system components where practicable.

A.4.2.5. To recover the costs of facilities and services that are provided to support air transport requirements.

A..5. Terms of Reference (page 7)

Which TORs have been given the most emphasis? Which ones the least? From the existing mandate what would you propose be modified?

A..5.1. Operation

Please provide traffic statistics.

A..5.2. Administration

A..5.3. Financial

1. Are the UN/UNDP/IATA procedures for revenue collection being fully observed?
2. Are there any constraints or shortcomings? Would you suggest any changes to these procedures?
3. Can you provide revenues and expenditure accounts, including any financial commitments the Project Manager made for emergency provisions for 2007 & 2008?

B..2 End-of-Project Situation (page 10)

Please indicate activities undertaken to address the following requirements in the Project Document.

B..2.1. Aviation Infrastructure

B..2.2. Organizational Structure. Please provide current organizational chart.

B..2.3. Facilities

B..2.4. Services

B..2.5. Procedures

B..2.6. Civil Aviation Personnel

B..2.7. Financial Resources

1. Air Navigation Charges - International Traffic
2. Air Navigation Charges - National Airports
3. ICAO Trust Account – Somalia

B..2.8. Transitional

What measures or plans regarding the transfer of activities and assets on establishment of a National Government of Somalia have been taken ?

B..4. Strategy & Proposed Implementation Arrangements (page 12)

1. Flight Safety

Have facilities and services been regularly inspected by national and international staff?

Has technical assistance been provided to designated airports to ensure safety criteria is met?

2. Operation

Which essential facilities and services have been provided and/or are being maintained?

To which airports has operational assistance been provided and in what form?

Actions taken or potential for local revenue collection?

3. Training

Please provide a list of training activities undertaken by the Project (courses, seminars, workshops, exercises, etc.) indicating location, sponsor, duration and staff members involved.

Have these been consistent with the priorities specified in Annex IV, EFFECTIVE PARTICIPATION of NATIONAL STAFF and TRAINING PROGRAMME?

3. Resource Utilization

Is CACAS self-financing?

4. Cost recovery

Has anything been done concerning airport charges including charging of UN and other Agency flights?

B..4.2.

To what extent have local inputs been sought or obtained for designated airports?

Is the current “salary structure based on regional parity and overall market values”?

B..5. Role of External Co-operation in Attainment of Project Objectives (page 14)

B..5.1. Donor Community

Highlight any activities undertaken in developing requirements and finding donor financing?

B..5.3. United Nations Volunteers (UNV)

Are UNVs employed? In what capacity?

H. PROJECT REVIEW, REPORTING AND EVALUATION (page 18)

H.1. It appears that the recommendations of the May 2000 UNDP/ICAO evaluation have been only partly implemented. What are your views?

H.2. Has the project been liaising with the users through IATA?

H.3. To what extent has UNDP formally been visiting the project for purposes of monitoring and reviewing?

CACAS OPERATIONAL ISSUES

This section aims more specifically at evaluating the:

- (1) provision of Air Traffic Services to aircraft operating in the Mogadishu FIR and the collection of revenue through the application of aeronautical charges
- (2) formulation of procedures and draft regulations required for the operation and maintenance of civil aviation activities.

Airspace & Procedures

- What are the classes and structure of ATS airspace?
- What ATS units have been implemented and what are their respective functions?
- Does CACAS and other ATS manual of operations or of procedures?
- What are the separation standards? Where and how are these promulgated?
- What ATS incidents have happened in last two years? How are they investigated? Are results communicated to users?

Communications

Fixed communications

- What AFTN links are available?
- What is the average number of AFTN messages per day? How are messages handled internally?
- Are there any other means of fixed communications?
- What ATS/DS links are implemented?

Mobile communications

- What air ground communication channels are available?
- Please provide list of transmitters, receivers, year of installation, reliability, status, availability of spares and assessment of life expectancy.

Navigation

- Please list NAVAIDS available indicating ownership and reliability.
- Are there any GNSS procedures?

Surveillance

Is any surveillance means available? Do any adjacent ACCs or FICs have any surveillance coverage within the Mogadishu FIR?

AIS

Is there a Somalia AIP?

How is aeronautical data gathered and distributed?

What is the area of coverage of CACAS?

MET





Evaluation Mission
Civil Aviation Caretaker Authority for Somalia (CACAS)
SOM/03/106/F/01/15

Daher Muse Calin, Somali National Evaluator
José Carvalho, Aviation & Evaluation Expert
Ernest Wickersham, Evaluation Team Leader

INSTITUTIONAL EVALUATION FORM

Sir,

As you are aware, since 1995 the provision of Air Traffic Services in the Mogadishu FIR and some Somali airports has been carried out by an extraterritorial unit operating from Nairobi under an ICAO/UNDP Project. The Project was also intended to provide the embryo of a Somali Civil Aviation Administration, but realities on the ground precluded any significant development of this component.

As part of the standard periodic project review, but also taking into account the desirability of evolving towards normalcy in the functioning of Somali national institutions, UNDP and ICAO are undertaking an evaluation of the Project. This exercise should both analyse past performance, and point to future directions.

For any proposals to be meaningful it is indispensable that they take into full consideration firstly and foremost the views of the Somali Government, but also take of other governance bodies and institutions, and of the aviation community at large, it being clear that though the need for continuity availability of service must be unquestionable, institutional considerations are paramount.

To assist in the analysis, information gathering will be systemized under four headings:

1. Regulatory and Safety Oversight
 - a. Personnel licensing
 - b. Aircraft registry and airworthiness oversight
 - c. Air Operators certification and oversight
 - d. Airport licensing and operations oversight
 - e. Oversight of air navigation systems and service provision.
2. Provision of Air Navigation Systems
 - a. Provision of Air Traffic Services
 - b. Provision of Aeronautical Information Services

- c. Provision of Radio Navigation Systems
 - d. Provision of aeronautical telecommunications both fixed (point-to-point) and mobile (air/ground)
 - e. Provision of Aeronautical meteorological services
3. Airports
- a. Runways, and other operational surfaces
 - b. Power supply and lighting, including runway lighting
 - c. Terminals and other commercial buildings
 - d. Airport services including
 - i. Rescue and fire-fighting
 - ii. Ground control
 - iii. Ground handling services
 - iv. Fuel supply
 - v. Catering
4. The way forward
- a. The National Civil Aviation Authority
 - b. The Provision of Air Navigation Services and facilities
 - c. Provision of Airports

A questionnaire addressing these issues is provided on the following page. Please take this only as a guideline for your contribution. Feel entirely free to address any other areas of concern or expand on considerations that you consider could be of assistance in devising a consensual and effective way forward.

Thank you.



INSTITUTIONAL QUESTIONNAIRE

A. Regulatory & Safety Oversight

- a) How are these functions being carried out in your area?
- b) Define your area of intervention.
- c) Has any enabling legislation or regulations been promulgated?
- d) By whom and in what form?

B. Provision of Air Navigation Systems

- a) Does your administration provide any of the services or systems concerned?
- b) Are you satisfied with the services being provided by CACAS in this domain? If not, expand on services concerned and causes for dissatisfaction;
- c) How do you see your relations with CACAS and where do you see room for improvement?

C. Airports

- a) What airports and commercial aerodromes come under your jurisdiction?
- b) What is the organisational framework? Single authority, regional, per airport? Commercial? State?
- c) What are the sources of revenue?
- d) Which of the facilities and services listed are available and who is the respective provider?
- e) Where these are provided by other than the airport itself, are you satisfied with the level of service and with the institutional arrangements?
- f) What are your main limitations and what suggestions would you make for improvement?

D. The Way Forward

- a) Would you favour the establishment of independent authorities for:
 - (1) regulation and oversight
 - (2) the provision of ANS
 - (3) the decentralisation of airport provision?
- b) Would you consider it feasible that functions regulation and oversight and ANS be managed by an independent body, deriving its authority from the State, but operating under a supervisory board incorporating all stakeholders?
- c) If not, what alternative formula would you favour?





UNDP/ICAO PROJECT EVALUATION
CIVIL AVIATION CARETAKER AUTHORITY FOR SOMALIA
(CACAS SOM/03/016/F/01/15)
 June 2009



USERS EVALUATION FORM

Sir,

As you are aware, since 1995 the provision of Air Traffic Services in the Mogadishu FIR and some Somali airports has been carried out by an extraterritorial unit operating from Nairobi under the auspices of ICAO.

The project is being evaluated in relation to services provided, suitability of existing arrangement, and way forward. The review team would be grateful to obtaining your contribution to the ongoing exercise both in what concerns present level of services and the future requirements.

Below you will find a questionnaire to assist in gathering your input. However, please feel free to deviate from this and provide any other information that in your view could assist in ensure safety and efficiency of air operations in the Somali airspace and Somali airports.

1. Please rate either as **A**dequate, **I**nadequate or none but **R**equired, each of the following services and facilities in the FIR/UIR and t selected airports (insert applicable locations):

	Air/Ground COM	ATS	AIS	MET
<i>Airspace</i>				
En-route, Lower airspace				
En-route, Upper airspace				
<i>Aerodromes (specify)</i>				
1.				
2				
3				
4.				

2. There are no functioning NAVAIDs in the Mogadishu FIR or aerodromes. Please indicate locations where in your view the following should be available, indicating for each one if you see it as **I**ndispensable or merely **D**esirable:

Locations	VOR	NDB	ILS	GNSS
1.				
2				
3				
4				

Annex V – Data Gathering Forms

3. En-route communications are provided on HF only. How do you rate the need for en-route VHF?

Indispensable Desirable Not a priority

4. Considering the level of service provided, would you rate the air navigation charges:

Adequate Excessive

5. Would you be amenable to a higher air navigation charge in exchange for a better level of service, for example VHF and NAVAIDS?

Yes No

6. Sooner or later the Mogadishu ACC will have to be relocated to Mogadishu. From a purely aeronautical perspective what would be the essential conditions to be met before this move could be considered?

7. Please provide any other comments that you may feel pertinent:

Name: _____

Title: _____

Organisation: _____

Email: _____

Date: _____

Return to: j.carvalho.jf@avc-consult.com





Evaluation Mission
Civil Aviation Caretaker Authority for Somalia (CACAS)
SOM/03/106/F/01/15
Biweekly Briefing

Daher Muse Calin, Somali National Evaluator
José Carvalho, Aviation & Evaluation Expert
Ernest Wickersham, Evaluation Team Leader

20 June 2009

This report is submitted as the Evaluation Team's biweekly briefing.

- Inception Report with refined Terms of Reference, Stakeholders and Key Issues, etc. was submitted 10 June and approved by UNDP & ICAO.
- Briefings, meetings, interviews, discussions, and observations have been attended and conducted since 8 June with:
 - UNDP
 - ICAO ESAF
 - CACAS and Mogadishu Flight Information Center personnel
 - African Airlines Association (AFRAA)
- Contacts have been made and discussions held with IATA and individual CACAS employees. Stakeholder interviews are ongoing through 26 June. Have appointment with Association of Kenya Air Operators on Tuesday 23 June.
- Mr. Calin & I completed required security training and briefings between 17 and 19 June.
- Mr. Calin and I will travel to Hargeisa, Berbera, and Bossaso 21 June to 26 June. Our most Team's most recent calendar (19 June) reflects current activities and plans. Draft presentation is scheduled for 2 July.



CACAS PROJECT SOM/96/002
2000 EVALUATION RECOMMENDATIONS

1. The Mission of the Civil Aviation Caretaker Authority of Somalia (CACAS) be redefined as follows – “To provide, under the supervision of the Director of the Technical Co-operation Bureau of ICAO, for the provision of aeronautical information, communication and meteorological services for international air transport operations, including humanitarian and relief flights, with the Mogadishu Flight Information Region on self-financing basis.”
2. The existing Project Document be revised as soon as possible to reflect the Project’s new mandate.
3. A strategy for the development of a civil aviation infrastructure within Somalia, including the appropriate institutional framework, be developed by ICAO in consultation with the UNDP Office for Somalia, and that external funding be sought to provide for the various elements of this strategy.
4. ICAO and the UNDP co-operate closely seeking to obtain funding for civil aviation development projects within Somalia, with emphasis being placed on the significant contribution made by the civil aviation sector to economic development.
5. ICAO and senior management from the UNDP Office for Somalia meet with Senior representatives from the administrations of Somaliland and Puntland to outline the changed arrangements for the delivery of services and assistance.
6. CACAS management undertake a review to determine the manpower necessary to meet the requirements of its new mandate, and that a strategy be developed to achieve the new staffing levels as soon as practicable.
7. ICAO’s Technical Cooperation Bureau take action to obtain liability insurance cover for the Project, in accordance with the advice of the Organization’s Legal Bureau.
8. As a priority, negotiations be instigated with the local administrations of Somaliland and Puntland for the transfer of responsibility for the provision of the Rescue and Fire Fighting Services at Hargeisa, Berbera and Bosasso respectively to those administrations; and for the Compaction Rollers located at two of these airports to be transferred to the local administrations.
9. CACAS management stress with local administrations the importance of ensuring that landing fees be commensurate with the services provided, and that the fees bear some relativity to those charged at other airports in the region.
10. A revised budget be prepared for CACAS which includes, inter alia provision for the purchase of adequate back-up equipment, provision for future capital investment and provision for liability insurance.
11. CACAS management revisit the question of the levels of remunerations for Somali professional staff and Kenyan nationals employed by the Project to examine the scope for reducing the disparity, and
12. On the basis of the revised budget for CACAS, if appropriate, a submission to IATA be prepared for an increase in air navigation charges.
13. More formal monitoring mechanisms, including Quarterly Review Meetings between Project Management and UNDP officials and annual audits be implemented.



To: Institution Evaluation

Nairobi

Date: 29/06/2009

A. Regulation and safety over flight

a) Personal licensing

No licensing function are carried out in our area CACAS is supposed to issue licenses to working Air traffic controller but failed to do so. Aircraft and Airworthiness, Air operation certification, Air navigation system are all CACAS responsibility but not available.

We have no authority or intervention in Air traffic matters, CACAS is the sole responsibility of ATC, AIS and telecomm, availability of air traffic control below standard AFIS is the situation in our area.

b) We have in hand Somaliland Civil aviation regulation in accordance with ICAO standard and recommended practices.

c) Ministry of Civil Aviation Somaliland is the sole authority of Aviation and Air-Transport matters except Air Traffic and safety services which are carried out by CACAS. The latter two exist by name only.

B. Provision of Air Navigation system

a) As mentioned earlier this Administration (CACAS) does not provide any of assistance and service concerned. CACAS is supposed to provide Air Traffic Control but only supplies information services. Their Air Traffic Controllers are not authorized by them to give any control to Aircrafts landing, instead they are told to land at their own discretion, a bush control see attached movement list which shows local and international flights.

b) Negative, we are not satisfied with services provided by CACAS previously or currently, no proper ATC, no proper safety fire fighting services and no proper AIS. They are below ICAO standard and below the requirements of the Ministry of Civil Aviation of Somaliland as such.

- c) Our relation with CACAS is very poor lack of contact and co-ordination; we do not see any room for improvement present or future, while the present management of CACAS exists!!.

C. Airports.

- a) All Airports in the Republic of Somaliland come under the jurisdiction of the Ministry of Civil aviation, Republic of Somaliland, three are International Airports namely:-

1. Hargeisa Egal International
2. Berbera International Airport
3. Burao International Airport

Four Commercial Aerodromes namely:-

1. Borama Airport
2. Kalabaydh Airport
3. Ceerigabo Airport
4. Las Anod Airport

The Runways and other operational services of all the seven Airports are maintained by the Ministry, although it has been the responsibility of CACAS to do so but during the last **12 years** CACAS was handling the Aviation matters in this country, they had **done nothing** except one time they assisted in filling several pot holes in the Runway and Taxi way at Hargeisa only. The power supply in the Airport including Emergency Runway lighting at Hargeisa Airport are maintained by the Somaliland Ministry.

The above was and has been the responsibility of CACAS which they also failed to do.

- b) The Authority of all Aerodromes are state owned and run by the Ministry.
- c) The source of Revenue obtained from these Airports are **Landing, Fees** only which is collected by the Ministry of Finance and put in to the Revenue of the country to pay salaries etc.
- d) Rescue and fire fighting is run by CACAS with few un trained so called firemen without proper fire fighting equipment except they currently operate with two old small pickups which carry two portable fire extinguishers on each vehicle at Hargeisa only. These are not capable of extinguishing fire on the smallest aircraft if fire happens, (God for hiding) Ground, handling and catering is run by a company called NASHA fuel supply is also supplied by a company “ STAR AVIATION”.

D. The Way Forward

- a) We do not favor the establishment of an independent authority for:-
- Regulation and over sight
 - The provision of ANS
 - The decentralization of Airport provision

These should be run by individual concerned state with the co-operation and over all supervision of ICAO.

Annex VII – References

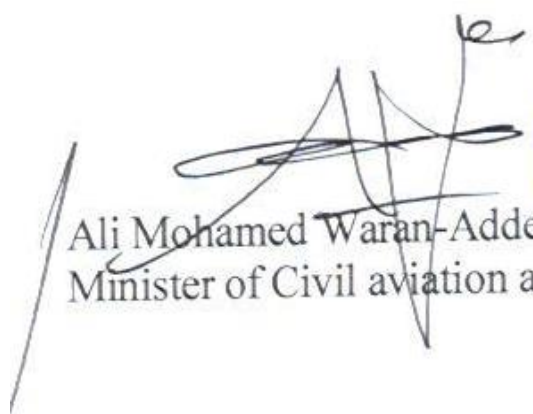
b and c) We would favour that each state to run its own Aviation affairs and IATA collect over flight charges and distribute to the states through ICAO.


Thank you,

Ali Mohamed Waran-Adde

Minister of Civil aviation and Air-transport

Thank you,


Ali Mohamed Waran-Adde
Minister of Civil aviation and Air-transport



DOCUMENTS CONSULTED

UNDP/ICAO Project Document Civil Aviation Caretaker Authority for Somalia SOM/03/016/

Memorandum received from Puntland State of Somalia Minister of Civil Aviation & Airports dated 24 June 2009

Memorandum received from Somaliland Minister of Civil Aviation & Air Transport dated 29 June 2009

Documents and records provided by the CACAS Civil Aviation Adviser/Project Coordinator, Air Traffic Services Expert – Operations, and the Chief Finance Officer

UNDP/ICAO ‘Civil Aviation Caretaker Authority for Somalia (CACAS)’ Project SOM/96/002 In-Depth Project Evaluation Final Report May 2000

ICAO Annexes to the Convention on International Civil Aviation, Procedures for Air Navigation Services, Regional Supplementary Procedures, Council Annual Reports to the Assembly, Air Navigation Technical Publications, Manuals, and Circulars

“Analysis of International Airports in Somaliland” Prepared by Glenealy International Ltd. July 2008 (funded by The Bilateral Fund of the British Embassy, Addis Ababa, Ethiopia)

Various 1995 letters regarding Civil Aviation Operations in Somalia and regarding the Impact of Termination of the Mandate of UNOSOM II from Mr. Kofi Annan, Under-Secretary-General for Peace-Keeping Operations to Dr. Assad Kotaite, President of the Council ICAO.

THE END

