



WFP Chad
SPECIAL OPERATION SO 200512.

Country:	Chad
Type of project:	Special Operation
Title:	Provision of Humanitarian Air Services in Chad
Total cost (US\$):	US\$21,321,468
Duration:	Twelve months (01 st January 2013 to 31 st December 2013)

Executive Summary

This Special Operation (SO) is established to continue the provision of safe and reliable air transport services to the humanitarian community in Chad in 2013.

From 1 January 2012 until 31 December 2012 the project has been implemented through the Special Operation (SO) 200377. This new SO, 200512, is an expansion of the project 200377, which includes the project activities and follows the same objectives in 2013.

The areas where populations in need of humanitarian assistance are living are far away from the United Nations agencies and Non-Governmental Organisations' (NGOs) field offices. Given the poor road conditions and the prevailing insecurity, travel by road is extremely risky and not-practical and air travel remain the most effective means of transport. Besides the International Committee of the Red Cross (ICRC), which provides a passenger air service for its own staff, the WFP Humanitarian Air Service (WFP/UNHAS) remains the safest and most reliable mode of transport for the humanitarian community in Chad. This air service has been requested by over 100 humanitarian agencies and the donor community currently operating in Chad and WFP/UNHAS is expected to service up to 5,000 passengers per month.

Special Operation 200512 will be organized and managed through the WFP Chad Country Office. This WFP/UNHAS operation will seek to provide a safe, reliable and cost efficient air transport service to the humanitarian community providing assistance to 2,4 million refugees, host populations and Internally Displaced Persons (IDPs) throughout the country in 2013. In 2013 WFP/UNHAS is planning to maintain the same fleet size as in 2012 - 4 fixed wing aircraft to service at least 17 destinations on a regular basis.

This Special Operation is required for twelve months, from 1st January to 31st December 2013, at a total cost of **US\$21,321,468**. The services are provided to users free of charge and the budget costs are to be raised through donor contributions.

Project Background

1. Chad is a large but sparsely populated land-locked country, with a population of 11,506,000, bordered by Sudan, Libya, Niger, Nigeria, Cameroun and the Central African Republic (CAR). Roughly 60% of the national territory is desert, 25% falls in the semi-arid Sahel belt, while the remaining 15% approaches sub-tropical conditions but is subject to flooding.
2. The country suffers from chronically poor governance and is emerging from a long period of civil conflict. Following the normalization of relations with Sudan in 2010, ending several years of proxy war during which each country supported each other's rebel groups, parliamentary, presidential and local elections were held in 2011 and 2012.
3. Humanitarian organisations have been present in Chad for over nine years, carrying out their life saving programmes to assist Sudanese Refugees, host populations and internally-displaced persons (IDPs) in the north-east of the country.
4. The United Nations World Food Programme established WFP/UNHAS in Chad in February 2004 and since then has been facilitating air transport of humanitarian personnel and light relief cargo for the United Nations agencies, NGOs and diplomatic missions operating in the country.
5. Since then WFP/UNHAS has been recognized by the entire humanitarian community in Chad as the safest and most reliable common air service, satisfying the occupational needs of the United Nations agencies, NGOs and other humanitarian actors in the country. While the ICRC air service is authorized for the United Nations staff air travel, the service is mainly for ICRC staff. WFP/UNHAS, however, is designed to serve the entire humanitarian community in country.
6. From 1 January 2012 until 31 December 2012 the project has been implemented through the SO 200377. This new SO (200512) is an expansion of 200377, which includes the same project activities and follows the same objectives in 2013.
7. Chad continues to shelter 346,890 refugees from Sudan and CAR, and the situation is expected to continue in 2013; up to 180,000 people are internally displaced, of which 95,000 are still in need of local reintegration, repatriation and relocation assistance; 3.6 million people are food-insecure, of which 1.2 million require food assistance; in the Sahel belt regions, 125,959 children under five are expected to suffer from severe acute malnutrition and 431,490 from moderate acute malnutrition in 2013; 90,000 registered Chadian migrants have arrived from Libya since 2011 and 1,113 Chadian migrants from Nigeria.¹
8. Travel between the capital and the refugee camps remains highly hazardous and time-consuming, primarily due to the prevailing security situation and the lack of basic road infrastructure. Regions in the eastern and south-eastern part of the country are classified as United Nations security level 3; most road travel is authorized only with

¹ Source: Chad, CAP 2013.

military/police escorts. Therefore, air travel has proven to be the only safe and reliable mode of transport to reach the refugees and IDPs during most of the year. Beside security concerns, the 5-month rainy season also makes road transport extremely challenging. Most road travel is restricted during the rainy season in order to prevent further road damage caused by vehicle/truck traffic and accidents from torrential rains and floods. All these result in sustained demand from the humanitarian community for WFP/UNHAS as the only means to reach the beneficiaries in many remote locations in Chad.

9. In 2012, WFP/UNHAS operated 4 aircraft (1 x 50-seat Dash 8 aircraft; 1 x 19-seat Beechcraft 1900D aircraft and 2 x 19-seat LET 410 aircraft). During the maintenance periods, an additional Dash 8 aircraft was utilized. With operational bases in N'Djamena, Abeche and Gozbeida, WFP/UNHAS uses a hub and spokes route structure in/out of Abeche and introducing some direct flights to Gozbeida from N'Djamena. Regular/scheduled flights are provided to 17 destinations within Chad. Special or unscheduled flights have been provided, as required, on a full cost recovery basis.
10. From January to September 2012 the service transported 48,644 passengers and 134 mt of light humanitarian cargo, and evacuated 72 people (medical evacuations).

MONTH	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEPT	TOTAL
HOURS FLOWN	342.62	345.81	381.54	364.17	414.13	343.24	365.81	334.85	314.94	3,207.11
PAX MOVED	4940	5107	6064	5520	5989	4669	5830	5210	5315	48,644
CARGO (MT)	9.12	10.11	12.15	10.34	11.89	9.12	13.34	28.41	29.89	134.37
EVACUATIONS	4	4	3	15	9	6	8	8	15	72

Project Justification

11. In 2012, Chad witnessed several significant changes in the humanitarian context which will have an impact on the humanitarian response for the coming year. Malnutrition and food insecurity in the west and Sahel region, the continuing but slow return of IDPs in the east, and the continued presence of refugees in the east and south, present important challenges to humanitarian actors for 2013. The ability of the humanitarian community to continue responding to these needs depends on undisrupted access to populations in need.
12. There are no adequate medical facilities in eastern Chad. In case of serious injury/illness, aid workers requiring medical care must be evacuated to N'Djamena and frequently to Europe for treatment. The number of evacuations carried out in 2012 was the same as 2011 (72 evacuations from January to September included).
13. A number of justifications for the original establishment of WFP/UNHAS in Chad remain valid:
 - Distances between the main areas of humanitarian activity and their bases are vast with roads in poor condition and insecurity rendering road travel very hazardous. During the dry season it takes up to 3 days to travel the 900 km that separate N'Djamena and Abéché, the hub of humanitarian activities in eastern Chad. During the rainy season (June to mid-October) the road is officially closed to

regular traffic by the Chadian authorities and travellers may take up to 10 days to travel along the northern desert route. This alternative route is 500 km longer and guides are required to navigate through the desert. The average distance between Abéché and the refugee camps is 250 km. Bahai, the furthest camp in the northern sector, is located 371 km from Abéché while the furthest one in the southern sector, Goz-Amir, is 265 km from Abéché. A road trip from Abéché to Bahai in the northern zone can take between 12 hours during the dry season and 2-3 days during the rainy season, depending on the situation at the many *wadis* that must be crossed. Travellers must sometimes camp by the *wadis* while waiting for the water to recede and river beds to dry up. The two camps in the south-eastern zone (Haraze and Daha) are inaccessible by road during the 5 rainy months of the year.

- There is little or no accommodation along these roads. Banditry on the roads has been a big problem in eastern Chad.
 - Given the extremely difficult environment in eastern Chad, air travel is the only way to transport humanitarian workers quickly and safely from N'Djamena and Abeche to various locations.
 - There are no safe commercial operators present in the country which are authorized for the UN travel. Since July 2012, the national airline “Toumaï Air Tchad” has been grounded by the national CAA following an audit by ICAO.
14. In the light of the above, the WFP/UNHAS Users Group, composed of representatives of United Nations agencies, NGOs and donors, during its latest meeting, which took place in N'Djamena on 12 July 2012, recognized that the role of WFP/UNHAS will remain crucial for the implementation of many humanitarian activities in Chad in 2013. It was established during the meeting that humanitarian activities will increase so there was no reason to reduce the fleet size for this vital air service. On the contrary, a request was made for an additional aircraft to support the operation. In this light, the Beechcraft 1900D (19-seater) would be replaced with a bigger capacity aircraft – a Dash 8 type with a capacity of 35 seats.

Project Objectives

15. The objectives of the SO are:
- To provide safe, efficient and cost-effective inter-agency air transport service for over 100 United Nations Agencies, NGOs and donor organizations providing humanitarian assistance to Sudanese refugees, host populations and IDPs in the region;
 - To transport light cargo such as medical supplies, high energy foods and information and communications technology (ICT) equipment; and
 - To provide timely medical and security evacuations for the humanitarian community in Chad.

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

Project Implementation

16. On behalf of all users, WFP will manage the WFP/UNHAS in Chad. The humanitarian agencies will benefit from WFP's expertise and experience in managing air operations. This air service is expected to support more than 100 agencies by providing regular access to at least 17 locations.
17. In accordance with WFP's Air Transport Directive of January 2004 and in compliance with the International Civil Aviation Organisation (ICAO) recommendations, WFP has set up a WFP/UNHAS User Group Committee (UGC) composed of United Nations agencies, NGOs and donor representatives in N'Djamena. The role of the UGC is to define the requirements and priorities in terms of air transport needs, as well as to monitor the quality of services rendered and provide feedback and guidance to the WFP Chief Air Transport Officer (CATO). UGC meetings are conducted on a quarterly basis.
18. The operational fleet will consist of 4 aircraft (1 x 50 -seat Dash 8 ; 2x -19 seat LET 410 and 1x35 -seat Dash 8 type aircraft) based strategically in N'Djamena, Abeche and in Gozbeida to respond effectively to regular demand and emergencies/evacuations. A stand-by Dash 8 (35-seat) based in Entebbe will also be utilized to cover the fleet maintenance.
19. In addition to the air services the project is catering for a rehabilitation of Gozbeida runway, which is WFP/UNHAS's third main hub in Chad with sustainable aviation fuel supplies.
20. The project will implement standard WFP management structures and support systems:
 - Passenger and cargo booking will be made through WFP/UNHAS management structures, with data and voice connectivity available to relay flight manifests and schedules to all locations where WFP maintains sub-offices for distribution to users.
 - A dedicated communication system is in place to monitor the location and flight progress of all WFP operated aircraft through VHF/HF radios and the Satellite tracking system in the interest of flight safety.
 - The Web Based Electronic Flight Management Application (EFMA) system implementation is ongoing. The system enables monitoring of usage of the air service by various agencies, load factors, flight routing and provide operational and cost data for management overview.
 - Weekly/ monthly flight schedules are maintained, with flexibility to adjust to requests for special flights.
21. WFP's aviation section (ODLA) based in Rome is responsible for the contracting of the aircraft and for the safety oversight of the operation.
22. ODLA will conduct quality assurance assessments and their reports will be used as a tool for evaluation and improvement of operational efficiency.
23. In order to enhance safety of air operations, as well as to participate in aviation capacity building initiatives, ODLA will continue conducting aviation training for

WFP and non-WFP (partners and government) staff involved in the air operations in the country.

24. The CATO will manage the operation locally under the overall supervision of the WFP Country Director and through the Chief of Aviation. The CATO will provide operational reports to the CD, the Chief of Aviation, and the UGC.
25. The WFP Chad Country Director will act as the Funds Manager and the Chad Country Office Finance Officer will be the Allotment Administrator for this operation. ODLA will provide operational and administrative support and will be responsible for the oversight of the operational activities in Chad.
26. Due to the government regulations, WFP/UNHAS, as a humanitarian air service provider, cannot apply a cost recovery mechanism for its regular services. However a full cost recovery method will be applied to any dedicated agency charter flights.

Project Cost & Benefits

27. The total project cost for this Special Operation is **US\$21,321,468** as detailed in the budget.

PROJECT COST BREAKDOWN		
SO Category	Provision of Humanitarian Air Services in Somalia	Value (USD)
Project Number	200512	
Other Direct Operational Costs (ODOC):		
A - Recurring Costs(Incl. Rental of facilities, Utilities, Office supplies & other consumables, Communications & IT Services, equipment repairs & maintenance, vehicles running costs):		160,640
B - Operational Service(s) Costs (aircraft fixed and variable costs):		17,844,480
• Air charter - \$11,673,200		
• Fuel – \$3,628,800		
C - TC/IT Equipment Costs (data processing equipment):		15,000
D - Local Security		39,000
E - Vehicle Leasing Costs		28,080
Total Other Direct Operational Costs (ODOC):		18,087,200
Direct Support Costs (DSC - Staff Salaries and other costs):		
A - International Professional Staff + consultants		1,266,006
B - Local Staff (National Officers+General Service + Temporary Assistance)		346,960
C - Other Staff Costs (incl.travel and allowances)		226,440
Total Direct Support Costs (DSC):		1,839,406
Total WFP Direct Costs:		19,926,606
Indirect Support Costs (ISC - 7 percent) :		1,394,862
TOTAL WFP COSTS		21,321,468

28. The envisaged benefits of this project are as follows:
 - enhanced operations, efficiency, effectiveness and security in the implementation and monitoring of humanitarian operations;
 - a common service provided to the humanitarian community which is consistent with the call by the Secretary-General “for greater unity of purpose and coherence

at country level and that each United Nations entity should benefit from another's presence through establishing corresponding consultative and collaborative arrangements";

- enhanced air safety through a standardized, single contracting and safety surveillance system;
- a cost-effective service that can take advantage of economies of scale through lower aircraft direct operating cost, payload consolidation and an integrated organization and;
- an essential tool used to provide medical and security evacuation service to the humanitarian aid community in the country.

Monitoring & Evaluation

29. The key performance indicators are based on project historical statistics. They include the following:

- Aircraft occupancy rate of 70 percent ;
- Number of passengers transported against planned (target: 5,000 passengers per month);
- Tonnage of food or non-food items transported against requested or planned quantities (target: 15 mt of non-food items per month);
- 100 percent utilization of contracted hours;
- Frequency of and attendance at the UGC meetings (target: quarterly); Minutes of meetings made available;
- The number of United Nations agencies and other humanitarian organizations utilizing the service and number of locations served. Currently more than 100 agencies benefit from this service with access to 17 locations; and
- 100 percent response to medical and security evacuations duly requested.

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

Risk Assessment and Contingency Planning

30. A number of risks could impact the implementation of the SO. The main risks identified are presented through the three risk areas (contextual, programmatic and institutional). The subsequent narrative explains the risks and outlines mitigation measures to be taken.

31. **Contextual Risks.** Security in Chad can deteriorate, which may result in the further limitation of humanitarian travel. WFP/UNHAS will work in close coordination with UNDSS to ensure timely communication of the security situation at destinations and will plan its operations accordingly. Operational hazards identification will be constantly implemented through the established WFP Aviation structure and the relevant risk analysis and mitigation actions will be implemented as required to keep an acceptable level of risk.

32. **Programmatic Risks.** Humanitarian agencies may scale up their assistance in the country necessitating an increase in their staffing and expansion of activities to more remote areas. WFP/UNHAS will be able to meet the increase in humanitarian travel through efficient planning of flight operations using its current fleet. Additional aircraft capacity can be rapidly deployed for passenger and cargo transport, if required.
33. **Institutional Risks.** The success of the SO is conditional on adequate resources being available to WFP throughout the implementation period. Jointly WFP/UNHAS and its UGC's advocacy efforts will continue in order to ensure uninterrupted services for the humanitarian community.

Exit Strategy

34. WFP Aviation will monitor the trends in the aviation system in Chad. For the moment it is highly improbable that credible operators would emerge and be able to serve air travel needs of humanitarians. However, should this happen, WFP/UNHAS will assist in capacity building of potential service providers. If no longer required WFP/UNHAS fleet will be reduced or the entire WFP/UNHAS operation will be suspended.

RECOMMENDATION

This Special Operation covering the period from the 1st of January to the 31st of December 2013 at a total cost to WFP of **US\$21,321,468** is recommended for approval by the Assistant Executive Director – Operations Services with the budget provided.

APPROVAL

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Ertharin Cousin
Executive Director

Date: