



**WFP (CHAD)**  
**SPECIAL OPERATION SO 200785**

Country:	Chad
Type of project:	Special Operation
Title:	Provision of Humanitarian Air Services in Chad
Total cost (US\$):	<b>US\$ 20,591,459</b>
Duration:	01 January 2015 to 31 December 2015

### **Executive Summary**

This Special Operation (SO) is established to provide safe, effective and efficient air transport services to the humanitarian community in Chad. The need for humanitarian assistance in Chad remains steadily high. However, vast distances, poor transportation networks and insecurity limit access for aid workers to beneficiaries. The United Nations Humanitarian Air Service (UNHAS) is therefore crucial to facilitate access to beneficiaries and implementation sites for NGOs, UN agencies, donor organizations and diplomatic missions. With operational bases in N'Djamena, Abeche and Gozbeida UNHAS will continue to provide air services to 19 regular destinations within Chad with a fleet of three fixed wing aircraft.

The SO 200785 will be managed by the WFP Chad Country Office for the period 1 January 2015 – 31 December 2015 at a budgeted cost of US\$ 20,591,459. The budget requirements will be raised through donor contributions (approximately 88%) and a partial cost-recovery (12%) in the form of ticket sales.

Fleet composition and operational routes have been determined after needs assessments and consultations with relevant stakeholders. The project will be implemented through standard WFP management structure and support systems and regularly reviewed in accordance with standard procedures in order to minimize risks and ensure operational efficiency.

### **Project Background**

1. Chad is low-income, landlocked and classified as a least developed country (LDC) by the United Nations. Its population of 12.83 million<sup>1</sup> is predominantly rural, and most households depend on subsistence farming or livestock activities for their livelihoods. While agriculture accounts for the largest share (56%) of gross domestic product (GDP)<sup>2</sup>, the country has a significant cereal deficit in most years. Despite strong macroeconomic growth in recent years, social indicators remain low. In 2013, Chad ranked 184<sup>th</sup> out of 187 countries on the Human

<sup>1</sup> Source: <http://data.worldbank.org/country/chad>

<sup>2</sup> Source: <http://data.worldbank.org/indicator/NV.AGR.TOTL.ZS>

Development Index (HDI)<sup>3</sup> and in 2014, it ranked 71<sup>st</sup> out of 76 countries against the Global Hunger Index (GHI)<sup>4</sup>.

2. WFP first established the UNHAS Chad in 2004 to facilitate air transport of humanitarian personnel and light cargo for NGOs, UN agencies, and donor organizations operating in Chad. Since then, UNHAS has been recognized as the safest and most reliable air service through which humanitarian staff can gain prompt access to fragile populations in the country. The interests of the humanitarian community are represented through the User Group Committee (UGC). The Terms of Reference for the UGC are limited to administrative matters and include decisions on the destinations to be served and weekly flight schedules and matters relating to the quality of service. In 2014, a Steering Committee (SC) was set up to provide strategic guidance to UNHAS. The SC helps establish administrative policies that detail eligibility of organizations, priority of passengers and cargo, cost recovery procedures and determine service management based on upcoming needs. SO 200785 is a continuation of the air services provided since 2004 and replaces the last Special Operation, SO 200512, which ran from 01 January 2013 to 31 December 2014.
  
3. More than 120 user organizations comprising NGOs, UN agencies, donor organizations and diplomatic missions rely on UNHAS to implement and monitor humanitarian activities in Chad. Between January and September 2014, UNHAS Chad transported 34,595 passengers<sup>5</sup> and 136 mt of cargo. It also carried out 201 medical evacuations. A detailed summary of activities is indicated in Table 1 below:

<b>TABLE 1: SUMMARY OF UNHAS CHAD ACTIVITIES</b>										
<b>2014</b>										
MONTH	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	TOTAL
HOURS	354	317	325	326	318	305	345	332	296	2,918
PAX	4,776	4,939	4,997	2,816	3,466	3,554	3,250	3,242	3,555	34,595
CARGO	9.2	18.7	13.9	5.5	9.9	14.3	8.1	30.5	26.3	136.4
EVACUATIONS	54	60	47	13	14	2	6	2	3	201
SPECIAL FLIGHTS	0	0	0	3	4	0	3	3	2	15

<sup>3</sup> Source: <http://hdr.undp.org/sites/default/files/hdr14-report-en-1.pdf>

<sup>4</sup> Source: <http://www.ifpri.org/sites/default/files/publications/ghi14.pdf>

<sup>5</sup> The passenger figure reflects the total number of passengers transported, including transits. Not taking the transits into account, the total number of passengers between January and September amounts to 18,730.

## **Project Justification**

4. In particular, continued provision of UNHAS operations are deemed necessary due to the following factors:

a. Continuous Need for Humanitarian Assistance:

Chad is located in an unstable geopolitical neighborhood and vulnerable to impacts from crises in neighboring countries. In the east and south, Chad hosts 400,000 refugees from Sudan and Central African Republic (C.A.R.).<sup>6</sup> While the border with Sudan remains relatively calm, pockets of people continue to arrive in eastern Chad due to conflicts in the Darfur regions. The border areas in the north and west remain volatile due to on-going instability in Libya and northeastern Nigeria.

With the intensification of violence in C.A.R., large numbers of people fled to neighboring countries, including Chad. By mid-October 2014, about 150,000 people – including persons of Chadian origin, C.A.R. refugees and third-country nationals – had arrived from C.A.R. since December 2013. Although some of the refugees have since returned to their places of origin, a significant number remains in the southern border area of Chad.<sup>7</sup>

Overall, the influx of migrants and refugees from Darfur and C.A.R. has increased. As of 12 October 2014, 364,300 refugees from Sudan and 95,900 refugees from C.A.R. reside in Chad. In addition to hosting refugees, approximately 90,000 people are internally displaced. Most were displaced in 2007 by armed conflict between government forces and opposition groups, inter-communal violence, and attacks by bandits and criminal groups known as *coupeurs de route*.<sup>8</sup>

The continued presence of refugees and internally displaced persons (IDPs) presents important challenges to humanitarian actors in 2015. The ability of the humanitarian community to continue responding effectively to these needs will depend on undisrupted access to beneficiaries, hence the need for a reliable air service.

b. Lack of Alternate Means of Transport:

Distances between the main areas of humanitarian activity and their bases are vast with roads in poor condition while insecurity renders road travel very hazardous. Most of Chad is at security level 2, while areas in the east and southeast are at level 3. Road travel is also perennially affected by seasonal weather as several roads are closed during the rainy season (June to mid-October). Conditions are further aggravated by banditry along the roads, especially in eastern Chad. Given the circumstances, air travel is the most reasonable means for humanitarian workers to travel safely from N'Djamena, Abeche and Gozbeida to various locations in eastern Chad. However, there are

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<sup>6</sup> Source: UNCHR, Tchad, Vue générale des opérations, statistiques par camp, bureau et région de la population des personnes concernées par le HCR, 25 mai 2014.

<sup>7</sup> Global Emergency Overview, ACAPS, 15-21 October 2014, p. 7

<sup>8</sup> Global Emergency Overview, ACAPS, 15-21 October 2014, p. 7

no commercial air service providers in the country that conform to international standards. Besides the complimentary services provided by ECHO Flight to ECHO-funded projects, UNHAS is the only safe and reliable means to access beneficiary sites promptly.

c. Increased Demand:

The continued need of UNHAS, for the implementation of humanitarian activities in Chad, was recognized during the UGC and SC meetings in N'Djamena on 22 August 2014 and 1 July 2014 respectively. It was envisaged that humanitarian activities in Chad will increase and, consequently, the current UNHAS fleet size should be maintained in 2015. The demand for the continuation of UNHAS has also been confirmed through needs assessments such as customer satisfaction surveys, inflight surveys and bilateral consultations with various users.

Since the withdrawal of ICRC's aviation services in Chad in December 2013, UNHAS destinations have been adjusted to fill the gap and support organizations such as MSF Holland, which requested an increase in the frequency of flights to Tissi and Haraze. Moreover, Am Timan, Moussoro and Bol were added to the regular schedule following demands from NGOs. There has also been an increased demand for medical evacuations. In 2013, 120 medical evacuations were conducted between January and December, while in 2014, 201 evacuations were carried out between January and September 2014. The project is therefore being planned to meet such high trends that may arise in 2015.

### **Project Objectives**

5. The objectives of this SO are:

- To provide safe, effective and efficient access to beneficiaries and project implementation sites for NGOs, United Nations agencies, donor organizations and diplomatic missions;
- To transport light cargo such as medical supplies, high energy foods and information and communications technology 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**

6. In 2015, UNHAS seeks to continue providing safe, reliable effective and efficient air transport service to enable the humanitarian community give assistance to refugees, host populations and IDPs throughout the country.
7. On behalf of all users, WFP manages UNHAS in Chad. The air service is expected to support more than 120 humanitarian agencies by providing regular flights to at least 19 locations. Stakeholder meetings will be organized on regular

basis with the UGC and SC. Additionally, surveys will be launched on customer satisfaction and access provision with an aim to receiving feedback from a wider audience and tailoring the use of air assets to real demands.

8. This SO is based on an operational fleet consisting of three aircraft (two 37 -seat Dash 8 and one 11-seat Cessna Caravan aircraft) based in N'Djamena, Abeche and Gozbeida. The fleet was reviewed in 2014 to optimize the effectiveness and efficiency of the service. The budget also makes provision for one back up aircraft for six months.
9. To ensure synergy and economies of scale, a coordinated approach will be adopted with other humanitarian air service providers present in the country. Currently, the UNHAS flight schedule is coordinated with ECHO Flight to avoid duplication of services. In addition to providing air services, the SO caters for augmentation of essential aviation infrastructure, including maintenance of the airstrips in Gozbeida and Tissi. This is key to ensure an all-year access to the Sila region through Tissi. Hitherto, the Tissi airstrip had been inaccessible for fixed wing aircraft during the rainy season. Gozbeida, is UNHAS Chad's third main hub and connects several key destinations in southeastern Chad. Maintenance is therefore required to ensure uninterrupted access to the humanitarian centre of gravity.
10. The project will implement standard WFP management structures and support systems:
  - Passenger and cargo bookings will be made through appropriate management structures to ensure the dissemination of flight schedules and manifests to all locations.
  - A dedicated communication system to monitor the progress of all flights through VHF/HF radios and satellite tracking systems.
  - The web-based electronic Flight Management Application (E-FMA) that enables on-line booking requests and the service by various agencies and monitoring of load factors, operational trends and costs.
  - Structured flight schedules (weekly and monthly) to ensure flexibility and accommodate special flights.

### **Project Management**

11. The WFP Chad Country Director will act as the Funds Manager and the UNHAS Finance Officer will be the Allotment Administrator of this operation.
12. The staffing structure is designed to cater for the complexity of the operation. The overall management, administration, and control of the operation are vested in the Chief Air Transport Officer (CATO), who reports administratively to the Country Director and technically to the Director of Logistics through the Chief Aviation Service in Headquarters. The CATO will be responsible for all operational matters including scheduling, operators' compliance, safety management, and risk management. Air Transport Officers manage the day-to-day activities and are based in the various operational bases as well as in other key destinations.

13. The Aviation Service (OSLA) in Rome will be responsible for contracting of aircraft, quality assurance and normative guidance to the operation. OSLA will also provide operational and administrative support.

### Project Cost & Benefits

14. The total project cost for this Special Operation is US\$ 20,591,459 as detailed in the budget below.

<b>PROJECT COST BREAKDOWN</b>		
<b>SO Category</b>	<b>Provision of Humanitarian Air Services in Chad</b>	
<b>Project Number</b>	<b>200785</b>	
<b>Capacity Development and Augmentation (CD&amp;A):</b>		
<b>A – WFP Staff Related Costs (Staff directly involved in Operations)</b>		\$ 704,746
<b>B - Implementation Inputs (Operational Agreements, Communication, Vehicle leasing and maintenance)</b>		\$17,469,887
<b>Total Capacity Development and Augmentation (CD&amp;A):</b>		<b>\$18,174,633</b>
<b>Direct Support Costs (DSC):</b>		
<b>A - WFP Staff Related Costs (Staff involved in Management and Administration)</b>		\$ 800,922
<b>B – Recurring expenses and Other WFP Costs</b>		\$ 75,000
<b>C – Capital Equipment Costs</b>		0
<b>D – Local Security Costs</b>		\$ 93,600
<b>E – Travel and Transportation Costs</b>		\$ 100,200
<b>Total WFP Direct Costs:</b>		<b>\$ 1,069,722</b>
<b>Total WFP Direct Project Costs:</b>		<b>\$19,244,355</b>
<b>Indirect Support Costs (ISC - 7 percent) :</b>		<b>\$ 1,347,105</b>
<b>TOTAL WFP COSTS</b>		<b>\$20,591,459</b>

15. The project's resources are expected to be raised through donor contributions and nominal fees (partial cost-recovery). The cost-recovery system was introduced to UNHAS Chad in April 2014. It is estimated that donor contributions will make up 88% of the budget requirements while 12% will be generated through nominal booking fees. Full cost-recovery will be applied to special and unscheduled flights.

### Monitoring & Evaluation

16. Key Performance indicators will be measured and reported at the end of the project and will include the following:
- Number of Needs Assessments carried out (target: 4);
  - Number of passengers transported monthly against planned;<sup>9</sup>

<sup>9</sup> The difference between 'passenger segments' and 'passengers transported' arises from the fact that one and the

- Passenger segments (target:3,900);
- Passengers transported (target: 2,000)
- Percentage of passenger bookings served (target: 95%)<sup>10</sup>;
- Tonnage of light cargo transported monthly against planned (target: 10 mt);
- Response to medical and security evacuations duly requested (target: 100%);
- Number of agencies using the service (target: 120);
- Locations served (target: 19).

The specifics of the implementation of this project will be reviewed and tailored to changing realities on the ground and according to the needs of the humanitarian community.

### **Risk Assessment & Contingency Planning**

17. A number of risks could impact the implementation of this SO. The main risks identified are presented through the three risk areas (contextual, programmatic and institutional). The subsequent narrative explains risks and outlines mitigation measures to be taken.
18. **Contextual Risks.** There has been significant improvement in the security situation in Chad in recent years. However, recent events in neighbouring countries render Chad fragile and could cause a deterioration in security and result in limitation of humanitarian travel. UNHAS will work in close coordination with UNDSS to ensure timely communication of the security situation at destinations and plan its operations accordingly. Operational hazard 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.
19. **Programmatic Risks.** Humanitarian agencies may scale up their assistance in the country through an increase in their staff while expanding their activities to more remote areas. 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.
20. **Institutional Risks.** The success of the SO is conditional on adequate resources being available to WFP throughout the implementation period. Resource mobilization strategies will include steps to be taken to address any funding shortfall. Jointly with the SC, WFP will continue its advocacy efforts in order to ensure uninterrupted UNHAS operations for the humanitarian community.

### **Exit Strategy**

21. WFP will rely on regular feedback and devise an exit strategy accordingly. However, in the view of the current humanitarian situation, and the lack of reliable

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same passenger might be routed through multiple segments to get to the final destination. Hence, 'passenger segments' reflects the total number of passengers transported, including transits.

<sup>10</sup> This does not include unserved bookings due to flight cancellations resulting from bad weather or insecurity.

commercial alternatives, it is envisaged that humanitarian intervention will continue in Chad in 2015 and UNHAS would be needed to facilitate the work of humanitarian organizations.

**RECOMMENDATION**

This Special Operation covering the period from January 2015 to December 2015 at a total cost to WFP of **US\$ 20,591,459** is recommended for approval by the Executive Director with the budget provided.

**APPROVAL**

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Ertharin Cousin  
Executive Director



ANNEX A

UNHAS Chad Routes (as of April 2014)

