



## WFP Cameroon

### SPECIAL OPERATION 200895

Country:	Cameroon
Type of project:	Special Operation
Title:	Provision of Humanitarian Air Services in Cameroon
Total cost (US\$):	<b>US\$ 2,797,679</b>
Duration:	15 August to 31 December 2015

#### Executive Summary

The Special Operation (SO) is established to ensure safe and reliable air transport services to the humanitarian community in Cameroon as well as to provide capacity for possible evacuation of humanitarian staff when required.

Conflicts in both Nigeria and Central African Republic (C.A.R.) continue to displace thousands of people into Cameroon, and the spillover from Boko Haram's violent attacks in Nigeria in particular threatens the humanitarian situation in the country. Internally displaced persons (IDPs), refugees and host communities are currently living in precarious conditions, competing over already inadequate resources. The deterioration of the security situation in the Far North and North regions and the current lack of reliable commercial air operators have made humanitarian access extremely difficult, posing a major challenge to the delivery of humanitarian assistance.

Consequently, the UN Resident/Humanitarian Coordinator in Cameroon has requested WFP to establish a United Nations Humanitarian Air Service (UNHAS) in order to enable humanitarian organizations access to project implementation sites and facilitate the humanitarian response.

With a budgeted cost of US\$ 2,797,679, Special Operation 200895 will be managed by the WFP Cameroon Country Office from 15 August to 31 December 2015. UNHAS flights will link Yaoundé, Maroua and Garoua and serve other additional destinations that may be required using one fixed wing aircraft.

Fleet review and operational routes will be determined in consultation with relevant stakeholders and in accordance with the needs of the humanitarian community. The project will be implemented through standard WFP management structures and support systems and regularly reviewed in accordance with standard procedures in order to minimize risks and ensure operational efficiency. The Special Operation is designed to be fully flexible to meet the changing requirements of the humanitarian response.

#### Project Background

1. Cameroon ranks 152 out of 187 countries in the 2013 United Nations Development Programme (UNDP) Human Development Index. The country is facing unprecedented security challenges and an increasingly complex humanitarian

situation: a huge refugee influx triggered by conflicts in north-eastern Nigeria and C.A.R., internal displacements caused by Boko Haram cross-border attacks, recurrent natural disasters such as droughts and floods, malnutrition and frequent outbreaks of water-borne epidemics.

2. Large population movements from Nigeria and C.A.R. have put limited local resources under severe strain. It is estimated that 10 percent of the country's more than 23 million population is in need of humanitarian assistance and 1.08 million people are food insecure, primarily in the Far North, North, Adamawa, and East regions. However, due to a steady increase in Boko Haram-related assaults in Cameroon and the lack of reliable domestic commercial air services, it has become difficult for humanitarian actors to deliver assistance to vulnerable populations, particularly to the country's two northern regions.
3. In July 2015, WFP Aviation conducted a needs assessment survey to determine the air transport needs of humanitarian organizations in Cameroon. Respondents indicated that the establishment of UNHAS would be required to facilitate the implementation of humanitarian operations and provide capacity for evacuations of staff if required.
4. On 3 August 2015, following the meeting of the Humanitarian Country Team (HCT) in Yaoundé, the UN Resident/Humanitarian Coordinator formally requested WFP to establish UNHAS operations in Cameroon to support humanitarian activities.

### **Project Justification**

5. Boko Haram activities in north-eastern Nigeria have spilled over into neighbouring countries, including Cameroon. Since December 2014, Boko Haram has intensified cross-border attacks. Particularly, Cameroon's Far North region has been repeatedly targeted by Boko Haram insurgents. In June 2015, 74,000 refugees from Nigeria and 243,600 from C.A.R. were reported in Cameroon while 81,700 people were internally displaced in the Far North region due to Boko Haram attacks.<sup>1</sup> Increased displacement is expected as the security situation continues to deteriorate.
6. The United Nations Assistant Secretary-General for Humanitarian Affairs has been advocating for greater support from the international community to the humanitarian response in Cameroon, where over 2 million people are already in need of aid. Ms. Kang called international support to Cameroon pivotal in addressing the multifaceted and complex humanitarian situation and preventing destabilization of the entire region. Given the deteriorating humanitarian context, it is expected that aid organizations will scale up efforts to respond to the alarming situation in both the northern and eastern parts of Cameroon.
7. IDPs, refugees and host communities are in dire need of humanitarian assistance, particularly in the North and Far North regions, where high rates of food insecurity, malnutrition and poverty have been recorded and beneficiaries have limited access to healthcare, water and sanitation.
8. Currently, most organizations implementing and monitoring humanitarian programmes in Cameroon are based in the two northern regions. Provision of access is vital to enable humanitarian actors scale up efforts to respond to the crisis and deliver life-saving services to vulnerable populations. Priority needs are food, water, health services, livelihoods and shelter.
9. Poor road conditions and long distances delay the provision of humanitarian aid. Some domestic airlines are available in the country, however, their compliance levels fall short of international standards. In addition, insecurity in the northern parts of

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<sup>1</sup> ACAPS, Global Emergency Overview, Snapshot 22-28 July 2015, p. 31

Cameroon makes road travel along some key routes dangerous, further constraining humanitarian access. The provision of assistance may be further impeded during the rainy season. Against this backdrop, the urgent deployment of UNHAS is required to enable the humanitarian community to access vulnerable populations promptly and provide rapid assistance.

10. The humanitarian impact of insecurity has created a need for humanitarian organizations to scale up operations. The situation nonetheless remains extremely fragile and prone to extreme deterioration with little or no fore warning. In such an event, aid workers may have to be temporarily moved to parts of the country with lower risk levels until appropriate mitigations are in place or improvements observed. In the event that this occurs, there is currently limited means to safely move staff quickly. The deployment of UNHAS would thus enhance the ability to relocate or evacuate staff quickly and safely.
11. The health infrastructure in northern Cameroon is basic and very limited even in providing simple stabilization in severe cases. This underscores the need for a mechanism to quickly evacuate patients or casualties to better facilities in the event of a medical or casualty emergency; a need that can be readily fulfilled by UNHAS.

### **Project Objectives**

12. Objectives of the Special Operation are:
  - To provide regular, safe, effective and efficient access to beneficiaries and project implementation sites for NGOs, UN agencies, donor organizations and diplomatic missions in Cameroon;
  - To transport light cargo such as medical supplies and high-energy foods;
  - To provide adequate capacity for evacuations of humanitarian staff.

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**

13. The Special Operation caters for a 37-seat turboprop aircraft, which can serve unpaved airstrips, based in Yaoundé to facilitate the humanitarian community's access to populations in need of assistance.
14. The air service will be essential to ensure a reliable link in-country between Cameroon's capital and locations in the Far North and North regions, namely Maroua and Garoua. Additionally, services may be expanded to other domestic locations such as Ngaoundere, Bertoua, Batouri and Gangi depending on users' needs and demand.
15. Given the domestic focus of this operation, in line with the request from the UN Resident/Humanitarian Coordinator, UNHAS Cameroon will be operated as a stand-alone project. The operational assets, set up and staffing structure in Cameroon will be optimized to the greatest possible extent without compromising the operation. WFP will further maximize the use of its expertise in the region and

maximize operational support across UNHAS operations, particularly in the neighbouring countries (Nigeria, Niger, Chad, C.A.R.).

16. The air service is expected to support a wide range of organizations including NGOs, UN agencies, and donor institutions to facilitate the implementation and monitoring of humanitarian activities in Cameroon, in particular in the two northern regions where the deteriorating security situation is hampering access by surface means. The project is designed to be flexible to envisaged changing requirements of the humanitarian community.
17. WFP will set up a UNHAS User Group Committee (UGC) composed of UN agencies, NGOs and donor representatives in Yaoundé. The role of the UGC is limited to administrative matters and includes decisions on destinations to be served and matters relating to the quality of services rendered. Furthermore, it will provide feedback to the Chief Air Transport Officer (CATO) to help ensure high service quality. Details of the functions of the UGC will be outlined in the UNHAS Standard Administrative and Operating Procedures (SAOP).
18. The air transport needs will be regularly reviewed and adjusted as the situation evolves. Provision of access will be planned based on needs assessments and after consultations with the humanitarian community through surveys, interviews, and meetings with the UGC.
19. A CATO will be deployed to Yaoundé to manage the Special Operation and suitable qualified WFP Aviation staff will be deployed to Maroua, Garoua and other strategic operational bases as may be required. This includes Air Transport Officers, Air Movement Officers, various aviation assistants and management support staff. An Aviation Safety/Security Officer may be deployed as required.
20. The project will implement standard WFP management structures and support systems including the following:
  - 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 the Satellite tracking systems.
  - A web-based electronic Flight Management Application (E-FMA) that enables on-line booking requests by various agencies and monitoring of load factors, operational trends and costs.
  - Structured flight schedules to ensure flexibility and accommodate special flights.

## **Project Management**

21. The WFP Cameroon Country Director (CD) will be the Funds Manager. The Finance Officer will be the Allotment Administrator of this operation.
22. The overall management, administration, and control of the operation are vested in the Chief Air Transport Officer, who reports directly to the Country Director and functionally to the Director of Logistics through the Chief of Aviation Service in Headquarters, Rome. The CATO will be responsible for all operational matters including scheduling, operators' compliance, safety management, and risk management. The CATO will provide operational reports to the CD, the Chief of Aviation Service and the UGC.

23. 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 other operational and administrative support.

### Project Cost & Benefits

24. The total project cost for this Special Operation is US\$ **2,797,679** as detailed in the budget below.

<b>PROJECT COST BREAKDOWN</b>		
<b>Special Operation</b>	<b>Provision of Humanitarian Air Services in Cameroon</b>	
<b>Project Number</b>	<b>200895</b>	
<b>Capacity Development and Augmentation (CD&amp;A):</b>		
<b>A – WFP Staff Related Costs (Staff directly involved in Operations)</b>		\$ 40,603
<b>B - Implementation Inputs (Operational Agreements, Communication, Vehicle leasing and maintenance)</b>		\$ 2,259,901
<b>Total Capacity Development and Augmentation (CD&amp;A):</b>		<b>\$ 2,300,504</b>
<b>Direct Support Costs (DSC):</b>		
<b>A - WFP Staff Related Costs (Staff involved in Management and Administration)</b>		\$ 231,002
<b>B – Recurring expenses and Other WFP Costs</b>		\$ 5,516
<b>C – Capital Equipment Costs</b>		\$ 7,600
<b>D – Local Security Costs</b>		\$ 6,000
<b>E – Travel and Transportation Costs</b>		\$ 64,032
<b>Total WFP Direct Support Costs:</b>		<b>\$ 314,149</b>
<b>Total WFP Direct Project Costs:</b>		<b>\$ 2,614,654</b>
<b>Indirect Support Costs (ISC - 7 percent) :</b>		<b>\$ 183,026</b>
<b>TOTAL WFP COSTS</b>		<b>\$ 2,797,679</b>

25. The project will be predominantly reliant on donor contributions. Partial cost recovery may be introduced if the UGC so determines.

26. The benefits envisaged under the UNHAS operation in Cameroon are as follows:

- Provision of predictable access to priority destinations in order to enable humanitarian staff and donor organizations to implement and monitor their projects;
- Operational efficiency and effectiveness in the implementation and monitoring of humanitarian operations;
- A common service 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 client-oriented common service that responds to users’ needs;
- A cost-effective service that can take advantage of economies-of-scale through continuous monitoring and a results-based management concept; and

- An essential tool used to provide medical and security evacuation services to the humanitarian community in Cameroon.

Efforts will be made to contain costs and ensure value-for-money throughout the project cycle.

## Monitoring & Evaluation

27. 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>2</sup>
  - Passenger segments (target: 350);
  - Passengers transported (target: 250);
- Percentage of passenger bookings served (target: 95%);<sup>3</sup>
- Tonnage of light cargo transported monthly against planned (target: 1 mt);
- Response to medical and security evacuations duly requested (target: 100%);
- Number of agencies using the service (target: 30);
- Locations served (target: 6).

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

## Risk Assessment and Contingency Planning

28. A number of risks could impact the implementation of the Special Operation. 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.

29. **Contextual Risks.** Recent events in neighbouring countries render Cameroon fragile and could result in further deterioration in the security situation, in particular in the northern parts of the country. UNHAS will work in close coordination with UNDSS to ensure timely communication of the security situation at destinations and will plan 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.

30. **Programmatic Risks.** Humanitarian organizations may scale up their assistance in the country and increase staff and widen the geographical scope. UNHAS remains flexible to adapt the operation in accordance with the needs of the humanitarian community.

31. **Institutional Risks.** The success of the Special Operation is conditional upon adequate resources being available to WFP throughout the implementation period. Resource mobilization strategies will include steps to be taken to address any funding shortfall. Fundraising activities will be conducted jointly by

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<sup>2</sup> The difference between 'passenger segments' and 'passengers transported' arises from the fact that one and the 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>3</sup> This does not include unserved bookings due to flight cancellations resulting from bad weather or insecurity.

UNHAS, the WFP Country Office, the Regional Bureau and Headquarters in order to ensure uninterrupted services for the humanitarian community.

**Exit Strategy**

32. The Special Operation will be implemented for an initial duration of four and a half months. However, WFP in conjunction with the humanitarian community will continuously re-assess the need for air services and determine whether this Special Operation should be extended or an exit strategy developed.

**RECOMMENDATION**

The Special Operation covering the period from 15 August to 31 December 2015 at a total cost to WFP of **US\$ 2,797,679** is recommended for approval by the Chief of Staff, under the Executive Director’s delegated authority, with the budget provided.

**APPROVAL**

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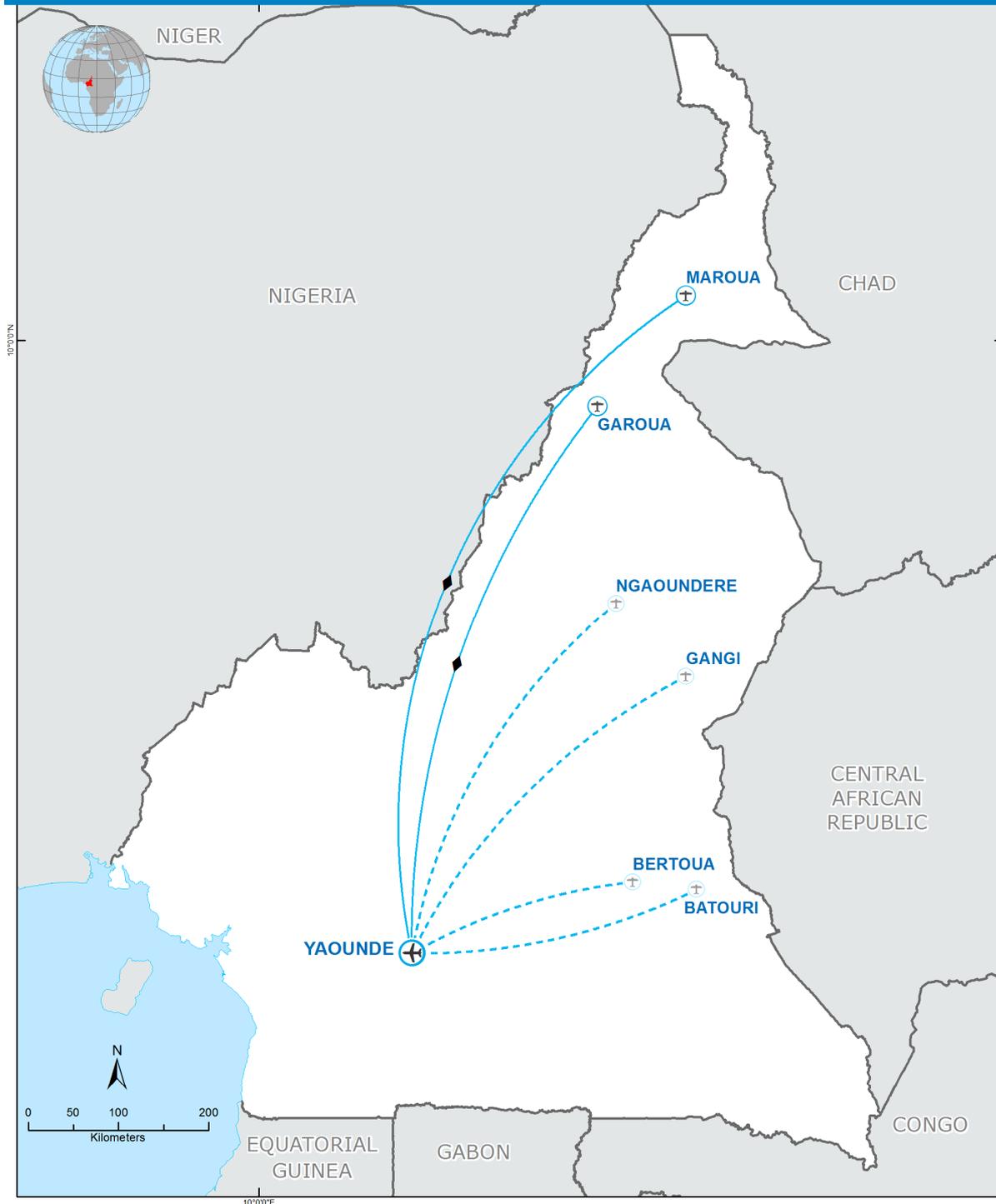
Jim Harvey  
Chief

of

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Annex A

Map of planned UNHAS Cameroon routes as of July 2015



Date Created: 03 Aug 2015  
 Contact: [hq.gis@wfp.org](mailto:hq.gis@wfp.org)  
 Website: [www.wfp.org](http://www.wfp.org)  
 Prepared by: HQ, OSEP GIS  
 Map Reference:  
 CMR\_UNHAS\_PlannedRoutes\_A4P

-  Operational Base
-  Regular Destination
-  Potential Destination

- Planned UNHAS Routes**
-  Round Trip
  -  Potential Route

-  International Boundary

Data sources: WFP, UNGIWG, GeoNames, GAUL

The designations employed and the presentation of material in the map(s) do not imply the expression of any opinion on the part of WFP concerning the legal or constitutional status of any country, territory, city or sea, or concerning the delimitation of its frontiers or

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