Executive Summary

Prolonged insecurity in NE Nigeria during 2015 and 2016 has resulted in significant displacement and disruption to usual economic activity: internally displaced populations have been relying on government and host community support for an extended period of time and resources are becoming exhausted; high levels of insecurity and ongoing military operations restrict access and limit the ability of humanitarian actors to reach all populations with sufficient aid; the access and displacement situation is very fluid with improved security in some towns and Local Government Areas (LGAs), open conflict in some areas and a risk of raids and ambush in other areas. There are high levels of mobility as security improves in some areas, and return of IDPs is encouraged, different modalities of support and a flexible but coordinated response from logistics is required to cover IDPs, returnees and host communities. Due to the unpredictable security situation in the operational areas and the lack of connectivity in deep field locations outside Maiduguri, the Emergency Telecommunications Sector is required to provide an critical radio network and internet connectivity to support the humanitarian community.

The Government of Nigeria (GoN) and humanitarian organizations are increasing operations capacity and scaling up activities to meet the needs of the affected population in NE Nigeria: new organizations are arriving, additional staff are taking up duties in Maiduguri and newly accessible LGAs, and programme activities are expanding. In addition the GoN and responding humanitarian organizations are working to effectively coordinate the response in key areas and to better manage the overall response: the government is identifying appropriate ministries to take the lead, with UN agencies in support as required, to better organize certain sectors of activity. Overall national market capacity for general goods and logistics services to support the response is sufficient so far, but local capacity for logistics services (cargo storage in particular) in Borno State is under strain.

Through this Special Operation (SO) WFP will aim to support the efforts of the GoN to enhance existing logistics coordination mechanisms and augment critical logistics capacities as required to enable an effective response. This SO provides for:
i. **Logistics Coordination**: Dedicated staff to support government-led coordination within the humanitarian logistics sector: consolidate information on logistics operations & promote joint planning, maintain an open forum for discussion/addressing humanitarian logistics issues as they arise, liaise with key actors in GoN/private sector/humanitarian organizations to advocate on logistics issues, and support the Civil/Military coordination mechanisms established by UNOCHA.

ii. **Logistics Information Management**: Support the GoN and humanitarian community with dedicated staff to manage reliable information sharing mechanisms: updated information on market capacity for transport and storage, procedures for customs clearance, updates on access difficulties, maintaining contacts with humanitarian logistics actors.

iii. **Logistics Service Provision**: Implement shared temporary storage in Maiduguri (and Damaturu as needed) to maximize use of local capacity, guarantee space is available to accommodate in-coming aid where access limitations make timely dispatch uncertain, and support effective consolidated dispatch ex-Maiduguri.

The SO also provides for:

i. **Emergency Telecommunications Sector Coordination**: Dedicated staff to support the humanitarian community by consolidation of information on emergency telecommunication operations, maintain an open forum for discussion/addressing humanitarian connectivity issues as they arise, liaise with key actors in GoN and humanitarian organizations to advocate on emergency telecommunications issues.

ii. **Emergency Telecommunications Information Management**: Support the GoN and humanitarian community with dedicated staff to manage reliable information sharing mechanisms: updated information on access difficulties, maintaining contacts with humanitarian actors.

iii. **Emergency Telecommunications Service Provision**: Implement an up-to-date CMOSS compliant security telecommunication network in the operational areas of Borno state and Damaturu in Yobe state and deploy shared internet connectivity in the operational areas in Borno and Yobe state. Building capacity by: Training for emergency telecommunications network users and dedicated training for the government disaster management agency. In-depth assessment to explore and investigate the feasibility and opportunities to establish connectivity services for beneficiaries with the support of a dedicated Communication with Communities specialist in cooperation with standby partner.

This special operation will have an initial duration of 6 months at a total estimated cost of US$ 2,853,863. 84 % of the budget is for is for Capacity Development and Augmentation (CD&A) costs and 9 % of the budget is Direct Support Costs (DSC). The activities budgeted under CD&A will be a) Common humanitarian storage facilities set up, management and personnel (36% of total CD&A) b) Coordination and Information Management including personnel (12% of Total CD&A) c) Emergency Telecommunication Cluster activities including set-up and running of radio room and coordination and information management (52% of total CD&A)
Project Background

1. Conflict in northeast Nigeria has affected a high level of population movement and IDPs. Continuing attacks occur on a regular basis and the crisis is directly affecting more than 14 million people, with an estimated 7.0 million people in need of urgent humanitarian assistance. More than 1.9 million people have left their homes in Adamawa, Borno, Gombe, and Yobe States, host community resources are becoming exhausted.

2. The security situation, particularly in Borno State, remains unpredictable and access to the affected population is limited due to the ongoing conflict. The needs of people living in those areas that have been inaccessible for most of 2015 and into 2016 are unknown.

3. GoN and Humanitarian organizations responding to the crisis are expanding relief operations in northeast Nigeria to meet the needs of the affected population. As the situation evolves and new areas become accessible, rapid assessment of needs and immediate response to deliver essential relief will be critical.

Project Justification

4. A Logistics Response Team deployed to Nigeria in August 2016, following inquires at the global level from USAid and ACF\(^1\), to evaluate needs and assess options for providing support to the GoN and humanitarian logistics actors currently working in the response. Interviews with government counterparts and humanitarian actors on the ground (including: ACF, CRS\(^2\), eHealth Africa, IOM\(^3\), IRC\(^4\), MSF-Spain, Oxfam, Save the Children-Nigeria, UNICEF, UNOCHA) have highlighted a need for: dedicated staff to support regular and reliable coordination within the humanitarian logistics sector, particularly in Borno State where response activities are increasing; predictable systems for information collection, consolidation, and sharing; augmented storage capacity.

5. Increased humanitarian activity is placing a growing demand on logistics capacity in the four affected states. While humanitarian actors report no serious issues accessing necessary logistics services through the commercial sector in the majority of these states, in Borno and Yobe States the security situation together with the scale of the need is putting more and more strain on the logistics resources available.

6. The road network in the northeast states is generally favourable for long haul trucking to state capitals with last mile delivery being made along primary or secondary roads which link up the majority of locations hosting affected populations. 4x4 or 6x6 trucks are suggested for harder to reach areas hosting affected populations. However, as the rainy season continues the use of all-terrain vehicles may increase. There are currently flood warnings in several Nigerian states, which necessitates the regular and careful monitoring of road conditions.

\(^1\) Action Contre La Faim;  
\(^2\) Catholic Relief Services;  
\(^3\) International Organisation for Migration;  
\(^4\) International Rescue Committee
7. The requirements for safe movement of humanitarian aid out of the Borno State capital, Maiduguri, into the newly accessible LGAs create access limitations. At the same time, as more information becomes available about the needs in these areas, the GoN and the Humanitarian Community are responding with a greater level of assistance: the expected volume of aid materials that will flow into Borno, and potentially Yobe States coupled with access constraints arising from insecurity will put an even greater pressure on the existing warehouse capacity in Maiduguri and along the main supply route into Borno State via Damaturu.

8. In August 2016, WFP, as lead of the Emergency Telecommunications Cluster (ETC), has conducted an overall ICT capacity assessment for the provision and coordination of emergency telecommunications services, and to determine whether there is a need for activation of the ETC to enable efficient and effective delivery of services to the Humanitarian community in Nigeria.

9. The mission showed important gaps in the existing security telecommunications network in Borno and Yobe states and a lack of compliancy with the Country MOSS. Furthermore due to the military operations in both states, all mobile networks were taken down. While connectivity in Yobe state is getting reinstated, Borno state is still left without connectivity in almost all of the IDP locations due to the ongoing operations against the insurgents.

10. There is a clear expectation within the Donor community and responding organizations that WFP, as the IASC-designated Lead Agency for Logistics and Emergency Telecommunications, will implement activities to support the GoN and augment existing coordination mechanisms, logistics and ICT capacities in accordance with the ‘Sector’ responsibilities as outlined by the IASC.

**Project Objectives**

11. Through this project WFP will: support the GoN as required by contributing technical advice and dedicated capacity for emergency response coordination; facilitate efficient movement of cargo into areas with access limitations; support the Civil/Military coordination mechanisms established by UNOCHA; consolidate and share logistics and emergency telecommunications information and promote continuity in operations; monitor changing needs for support and identify potential gaps in operational capabilities.

12. WFP will provide emergency telecommunications and data communication services to the humanitarian community in the target areas in order to allow relief workers to operate and provide immediate lifesaving assistance to populations affected by the crisis. It will fill up the gaps as identified by the initial ETC assessment mission.

13. Through this project WFP will put into place temporary transit storage and a transhipment area to enable predictable consolidation of cargo prior to dispatch ex-Maiduguri.

14. These activities will address the main logistics gaps identified during the initial assessment phase: challenges in coordinating cargo movements ex-Maiduguri; lack of consolidated and updated information on the operating environment; diminishing capacity of readily accessible storage for humanitarian cargo;

15. In addition this project will ensure dedicated staff are available to monitor, and react rapidly to changes in the context as the GoN and humanitarian actors adapt
to the fluid security situation and work to meet the needs of the affected population.

**Project Implementation**

16. This Special Operation will have an initial duration of 6 months, and will ensure the delivery of relief to affected populations by supporting the GoN and augmenting the capacities of the wider Humanitarian Community as needed through logistics and emergency telecommunications coordination support, common logistics and emergency telecommunications service provision and logistics and emergency telecommunications information management to respond to the crisis.

17. Given the rapidly evolving situation, the below implementation plan will be reviewed and revised as necessary, including the possible provision of additional logistics and emergency telecommunications services and coordination as required by WFP, the Humanitarian Community, and the host government.

18. The following range of activities and services are not intended to replace the logistics capacities of individual agencies or organisations, but rather to fill identified gaps in the humanitarian supply chain and supplement the response of the Humanitarian Community through the provision of common services, based on need:

i. **Logistics Sector Coordination** to minimise duplication:
   - Regular Logistics Sector Coordination meetings in Maiduguri, Damaturu, and Abuja as required.
   - Support the Civil/Military coordination mechanisms established by UNOCHA.
   - Participation in the Inter-Sector Working Group meetings.
   - Provide guidance for cross border movements of aid from Cameroun to Nigeria, and other corridors as may be required.
   - Provide support to UNHAS operations as needed to consolidate requests for light cargo movement.

ii. **Logistics Information Management** to support operations and decision-making:
   - Maintain a network of humanitarian logistics personnel working in Borno State and other locations in Northeast Nigeria.
   - Consolidate and share information about the operating environment including, but not limited to: current Customs regime and tax exemption procedures; available information on logistics capacity (including monitoring availability of fuel, suitable road transport assets, and storage) and expected humanitarian pipelines; updated information on access, transport infrastructure; and other National and State level regulatory measures affecting the humanitarian supply chain.
   - Produce and facilitate access to Geographic Information Systems/mapping tools and products.

iii. **Logistics Service Provision** to supplement existing capacity through the provision of multi-lateral services available to all humanitarian organisations. Access permitting, the following services may be provided at no cost to the
user, or on a partial/full cost-recovery basis, depending on the availability of funds:

- A limited volume of common warehousing for transit storage in Maiduguri to provide: sufficient temporary common storage space for humanitarian cargo that cannot otherwise be accommodated in government or agency-specific stores; a cargo consolidation point for trans-shipment of loads; opportunity to inspect contracted trucks for load integrity and ‘convoy readiness’ prior to departing the consolidation point and joining escorted cargo movements; facilitate consolidated and coordinated movement of cargo ex-Maiduguri.

- A limited volume of common warehousing for transit storage in Damaturu to provide: sufficient temporary common storage space for humanitarian cargo that cannot otherwise be accommodated in government or agency-specific stores; a consolidation point for transhipment of loads; space to accommodate overflow humanitarian cargo that cannot be accommodated in Maiduguri.

- Where applicable the Logistics Sector will support organisations by facilitating trainings in providing technical support/guidance on the assembly of Mobile Storage Units.

iv. Emergency Telecommunications Sector Coordination to minimise duplication:

- Regular Emergency Telecommunications Sector Coordination meetings with humanitarian organizations in Maiduguri, Damaturu, and Abuja as required.

- Participation in the Inter-Sector Working Group meetings and joint humanitarian planning.

- Coordination meetings with government as required.

v. Emergency Telecommunication Information Management to support operations and decision-making:

- Maintain a network of humanitarian telecommunication personnel working in Borno State and other locations in Northeast Nigeria and Abuja.

- Consolidate and share information about the operating environment including, but not limited to: emergency telecommunications capacity (including deployment status, staffing and future plans); updated information on access, existing national telecommunications infrastructure; and other National and State level regulatory measures affecting the connectivity deployment for the humanitarian community.

- Produce and facilitate access to emergency telecommunications geographic Information.

vi. Emergency Telecommunications Service Provision: to supplement existing capacity through the provision of upgraded and newly installed radio rooms, programming radios, radio training, staff and vehicle tracking allowing an up-to-date standardised security telecommunications network available to all humanitarian organisations.

- Access permitting, internet connectivity via a host NGO or UN hub, including an internet café and battery charging station services may be provided at no cost to the user.

- Provide emergency telecommunications support for cross border operations from Cameroun to Nigeria, and other corridors as required.
- Provide connectivity support to UNHAS operations as needed.
- Building capacity by means of technical radio training for ICT staff on ground and ICT4Gov training for the government emergency responds agency.
- Identify the needs for Communication with Communities.

**Project Management**

19. The WFP Nigeria Country Director will be the Funds Manager for this Special Operation and the Head of Finance will be the Allotment Manager.

20. The Logistics Sector Coordinator and the Emergency Communications Sector Coordinator will both be designated Project Managers, and both will be reporting to the WFP Nigeria Head of Supply Chain, who will be the overall Project Coordinator for this Special Operation.

21. Logistics Sector Working Group meetings will be held with UN Agencies, NGOs, Donors and Government counterparts in Maiduguri, in order to identify and monitor logistics gaps and reach common solutions.

22. Emergency Telecommunication Sector Working Group meetings will be held with UN Agencies, NGOs, Donors and Government counterparts in Maiduguri and Abuja, in order to identify and monitor common ICT gaps and reach common solutions.

**Risk Management**

23. A number of contextual, operational, and programmatic risk factors could impact the successful implementation of this Special Operation. Possible mitigation measures are also included below.

   i. **Demands for common services exceed current forecasts**
      This risk will be mitigated through:
      - Continued assessment of availability of adequate commercial transportation and storage facilities;
      - Continued assessment of availability of equipment amongst the agencies;
      - Availability of prepositioned equipment in UNHRDs (such as Mobile Storage Units, Office prefabs, and generators) and WFP FITTEST Dubai to meet the needs of the Humanitarian Community;
      - Ability to scale up staffing through rosters and identification of surge capacity.

   ii. **Closure of corridors due to insecurity or political developments, affecting access and cargo deliveries**
       This risk will be mitigated through:
       - Maintenance of standby arrangements for alternative corridors and close coordination with HCT and other relevant authorities to intervene or resolve issues with the appropriate authorities on behalf of the Humanitarian Community.

   iii. **Lack of funding**
       This risk will be mitigated through:
— Ensure engagement with donors and actively provide inputs in ongoing appeals and donor outreach materials/opportunities.

**Exit / Handover strategy**

24. During the six-month period of the Special Operation, the support that will be provided will be continuously monitored and reviewed. WFP will continue to work with the GoN and humanitarian partners to identify and implement an appropriate handover that addresses needs for continuity in operations, maintaining response capacity, and attention on minimum preparedness actions.

25. Engagement with the GoN, as Sector lead, will be critical to monitor on-going needs for support to responding organisations on coordination and information management. As the situation in the response normalises with a reduction in numbers of newly arriving humanitarian actors, improvement of the security and access situation, and stabilisation of programme activities the need for exceptional coordination mechanisms will be reduced.

i. **Coordination & Information Management:** Proper follow-up with the GoN and the humanitarian community, as requested and as needed, will be undertaken to share lessons learned and best practices derived from this operation (A standard Logistics Sector and Emergency Telecommunications Sector Lessons Learned mission is planned to take place in early 2017). Additional technical advice related to emergency preparedness, logistics and Emergency Telecommunications coordination, and information management may be made available to partners as requested, and as needed.

ii. **Logistics Services:** Engagement with the GoN’s Federal and State emergency management offices will be undertaken to ensure augmented logistics capacities remain available or readily deployable to meet future needs. Equipment purchased for the purpose of providing coordinated services will be handed over to appropriate actors when no longer needed for the current response, to include technical trainings on equipment use and service implementation as needed.

iii. **Emergency Telecommunications services:** As exit strategy all related details (knowledge and equipment) of the Emergency Telecommunications Sector project will be handed over to WFP as the UN Emergency Telecommunications lead agency in Nigeria or the best placed organization(s) identified as per a detailed breakdown of services.

iv. **Preparedness:** Updated information on logistics capacity collected throughout the operation will be retained and kept continuously available through standard global IM platform (http://dlca.logcluster.org/display/public/DLCA/Nigeria) and Emergency Telecommunications Sector IM platform (www.wfp.org/ictemergency).

**Project Cost and Benefits**

26. This Special Operation has a total cost of US$ 2,853,863 and is expected to provide the necessary logistics and Emergency Telecommunications support to life saving emergency operations in Nigeria.
27. This Special Operation intends to prevent and alleviate gaps and bottlenecks in the humanitarian logistics and Emergency Telecommunications Sector response and facilitate an uninterrupted supply of life-saving and life-sustaining goods and services to the affected population in Nigeria. It will enable the Humanitarian Community to move relief items into the affected areas – especially those with access limitations – in a more reliable and predictable way, while preventing overlaps in the response.

28. As the services under this Special Operation will be offered to humanitarian partners on either a free to user or cost recovery basis, the cost savings made by partners will allow additional investment in projects for affected populations, whilst on the other hand promoting the cost effectiveness and sustainability of sector services.

Monitoring & Evaluation

29. Measurement of the value added by the SO activities will be conducted via the Standard Project Report (SPR) for 2016. A detailed Lessons Learned Mission will be conducted in order to ensure that best practices highlighted during the operation are compiled and carried over to future operations. This will ultimately allow for a faster, better tailored and more cost-effective response mechanism in future emergencies.

30. The Key Performance Indicators (KPIs) for this project will measure participation in Logistics Sector activities, performance in services, and satisfaction of participants with those activities and services. Participation targets are based on the number of organisations identified as present in Nigeria though the Logistics Response Team (LRT) assessment mission and the Logistics Working Group: the baseline measurement is 32 organisations overall.
   a) Number of organisations participating monthly in coordination forum (27)
   b) Number of organisations contributing pipeline/planning, logistics assessment and/or capacity information to be shared (13)
   c) Number of organizations utilizing storage and cargo consolidation services (13)
   d) Percentage of service requests for cargo handling fulfilled (85%)
   e) Organizations participating in Logistics Sector activities (coordination, information management, or logistics services) responding to a regular user survey with a Satisfaction Rate of 85% or above.

33. The Key Performance Indicators (KPIs) for the ETC include:
   a) Number of common operational areas covered by common security telecommunications network. (4)
   b) Number of COMCEN established / upgraded (3)
   c) Number of common operational areas covered by data communications services. (5)
   d) Number of interagency locations deployed with charging stations (3)
   e) Information Management and collaboration platform established and maintained up-to-date. (Platform operational)
   f) Number of Global and Local coordination meetings conducted (6)
   g) Number of UN agency/NGO staff members trained on ETC services eg. radio communications. (60)
RECOMMENDATION

This Special Operation covering the period from 01 November 2016 to 30 April 2017 at a total cost to WFP of US$ 2,853,863 is recommended for approval by the Chief of Staff with the budget provided.

APPROVAL

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Jim Harvey
Chief of Staff