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**Provision of Humanitarian Air Services in Nigeria**  
**Standard Project Report 2017**

World Food Programme in Nigeria, Federal Republic of (NG)



**World Food Programme**

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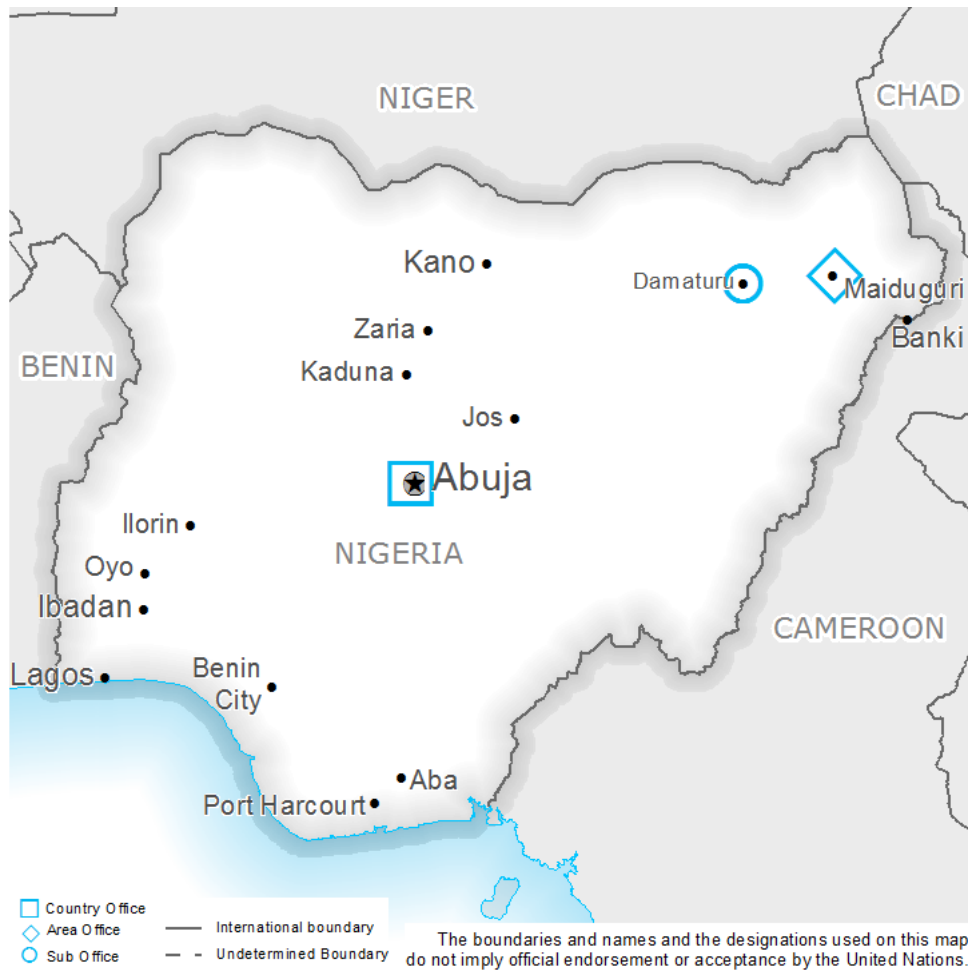
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# Country Context and WFP Objectives



## Achievements at Country Level

During 2017, amidst security challenges and large-scale population displacement, WFP addressed the immediate food needs, caused by the armed conflict in Northeast Nigeria, of 1.1 million vulnerable people on average each month. This contributed to the reduction in the use of negative coping strategies while ensuring that the food assistance was provided in a safe and dignified manner.

WFP scaled up its emergency assistance in Borno and Yobe states and expanded coverage to Adamawa State. As delivering in a highly risky and volatile context requires complementary actions to reach all those in need, WFP, cooperating with national and state emergency agencies, increased its footprint through 18 partnerships with national and international humanitarian organizations. As the humanitarian response scaled up during the year in Northeast Nigeria, the WFP-led logistics and emergency telecommunications sectors and the United Nations Humanitarian Air Service (UNHAS) scaled up their activities to enable a growing number of responders to successfully access vulnerable populations.

WFP and partners utilized a variety of transfer modalities and delivery mechanisms – both in-kind and cash-based transfers (CBT) – to support internally displaced persons (IDPs), returnees and vulnerable host populations. Preventative nutrition approaches for children aged 6-59 months remained integrated with general food assistance, and also extended to pregnant and lactating women to address their increased nutrient needs. WFP provided food assistance to newly arrived returnees from Cameroon to neighbouring local government areas (LGAs) in Borno State, while implementing a conflict sensitive approach to mitigate any tensions that might arise between IDP, host and returnee populations. During the lean season, in areas where returns are possible, WFP food assistance was

combined with the Food and Agriculture Organization of the United Nations (FAO) support to smallholder agriculture production to promote sustainable livelihoods and self-sufficiency.

At the beginning and peak of the crisis, humanitarian partners used the status-based approach to target food-insecure displaced populations. With a high risk of famine and mortality, the primary objective was to meet immediate life-saving interventions and stabilize the food security situation in a fragile and complex environment. WFP gradually introduced a vulnerability-based targeting approach, moving away from the status-based approach, to ensure more accuracy in assistance reaching the right people. WFP ensured that a strong protection lens was applied throughout the targeting process and that all vulnerable groups were actively involved in all stages.

WFP Nigeria marked its first year of operation as a fully-fledged country office in August 2017. Consequently, WFP Nigeria has placed significant emphasis on the recruitment of high quality national staff to support the regional emergency operation. As all the Nigerian national staff were new to WFP, this necessitated that they be trained in WFP systems and procedures. Permanently assigned international staff and staff on temporary deployment were tasked with providing the required training and mentoring to properly orient the national staff to perform their functions in accordance with WFP's corporate practices. National staff continue to be exposed to on-line and where possible, face-to-face corporate trainings in line with their technical focus area. Standard operating procedures (SOPs) related to the management of cooperating partners and vendors, are in place to guide staff's work on day to day basis. These SOPs and other corporate guidance are housed on an internal database, with access provided to all staff to enable easy retrieval of the relevant information.

## Country Context and Response of the Government

With a population of 182 million people, the Federal Republic of Nigeria is the most populated country in Africa and the seventh in the world [1]. Nigeria achieved lower middle-income status in 2014, and remains Africa's largest economy [2]. However, the economy has experienced a slowdown since 2015 due to the falling price of oil globally, the primary export. This has contributed to an expanding budget deficit, rapid depreciation of the Naira and increased inflation.

In spite of the country's oil wealth, currently, 82 million Nigerians live in extreme poverty, representing 42.4 percent of the population [3]. The country struggles with its population growth rate, which is growing faster than its economy. Economic inequality reached high levels and, as measured by the Gini Index, Nigeria ranks second out of 16 West African countries, ninth out of 54 African countries and 26 out of over 190 countries in the world. The country's infrastructure and basic services have suffered from insufficient investments.

Progress towards fulfilling the Millennium Development Goals in Nigeria has been meagre, with the country ranking 152 out of 188 in the 2017 United Nations Development Programme (UNDP) Human Development Index and 84 out of 119 in the 2017 Global Hunger Index. Nigeria has the largest number of chronically malnourished children under 5 in sub-Saharan Africa, and the second highest in the world [4]. Findings from 2017 nutrition surveys show global acute malnutrition (GAM) rates in children aged 6-59 months exceeding the World Health Organization (WHO) classifications for serious and critical situations in Central Borno (13 percent), Northern Borno (14 percent), Central Yobe (15 percent) and Northern Yobe (16 percent). In Northeast Nigeria, 560,000 children aged 6-59 months are acutely malnourished: 310,000 children with severe acute malnutrition (SAM) and 251,000 with moderate acute malnutrition (MAM). In addition, 230,000 pregnant and lactating women are acutely malnourished.

In January 2017, the Nigerian Government expressed its commitment to the Agenda for Sustainable Development by completing a Zero Hunger Strategic Review (ZHSR), and launching the strategic plan and roadmap to achieve zero hunger by 2030. The report, the first in West Africa, reflects Nigerians' perspectives of steps needed to be taken not only to win the battle against hunger and malnutrition, but also to improve the living standard through an implementable agenda and network of agricultural programmes and activities. The findings are guiding WFP's engagement to help Nigeria achieve the Sustainable Development Goals (SDG), with specific focus on SDG 2.

In April 2017, the Government has adopted the Nigeria Economic Recovery and Growth Plan (ERGP) 2017–2020, which seeks to promote sustained inclusive growth for all Nigerians. The ERGP aims to resolve bottlenecks to inclusive growth, and foster reductions in poverty and income inequality. It prioritizes agriculture and food security, and expresses the Government's commitment to funding social safety nets through 2020.

Regional inequalities in Nigeria are evident in terms of income, employment, education and health care. The nine-year conflict in Northeast Nigeria has created a deepening crisis leading to the internal displacement of 2 million individuals within Nigeria, with an additional 200,000 Nigerians living as refugees in neighbouring countries [5]. Women and children, who constitute 55 percent of internally displaced persons (IDPs), are exposed to multiple protection risks, as they are disproportionately vulnerable to sexual and gender-based violence [6]. Sexual violence including rape is a characteristic of the ongoing conflict and is being systematically used as a weapon of war with 6

out of 10 women reported to have experienced one or more forms of gender-based violence in the Northeast. Unaccompanied girls and adolescent boys, single head households, child mothers, child spouses, and women and girls living with disability are most at risk.

In January 2017, the Presidential Committee on the North East Initiative (PCNI) developed a framework of actions tagged the “Buhari Plan” to serve as the Government's blueprint for humanitarian relief, socio-economic stabilization, and return and resettlement of displaced persons in the Northeast. Under this framework, in 2017, over 70 humanitarian organizations have planned to assist 6.9 million people in the three most affected states (Borno, Yobe and Adamawa) with nutrition, food, shelter, health, education, protection, and water and sanitation support.

Security constraints continue to hamper humanitarian access, restrict relief efforts, increase protection risks and intensify weaknesses in the delivery of basic services.

The prolonged humanitarian crisis and insecurity have had a devastating impact on food and nutrition security in the Northeast. Affected households have had consecutive years of substantially below-average harvests, restricted incomes and reduced food access. The March 2017 *Cadre Harmonisé* results revealed that 4.7 million in Borno, Yobe and Adamawa were facing food insecurity – Integrated Food Security Phase Classification (IPC) Phase 3, 4, and 5. Furthermore, the report outlined that without the implementation of adequate measures, 5.2 million people were at the risk of facing severe food insecurity during the lean season (June to August), including 50,000 individuals in IPC Phase 5. The situation was further stressed by an unexpected influx of returnees from Cameroon between April and September [7].

During the lean season (June to August), due to low levels of household food stocks and less pasture for livestock, the already alarming rates of hunger and malnutrition across Northeast Nigeria further escalated. During the rainy season (June to September), torrential rains, poor road conditions and consequent flooding hindered road deliveries to remote local government areas (LGAs) in Borno State. Movements of cargo out of Lagos port due to access issues (poor road conditions) posed challenges, affecting the availability of commodities procured internationally, particularly nutrition items. Contingency plans were developed in coordination with humanitarian actors to minimise the possibility of interrupted assistance to the most vulnerable populations.

To respond to the situation, in June 2017 the Government of Nigeria launched a Special Relief Intervention initiative in the Northeast aiming to reach during the lean season 1.8 million people in the Northeast (Borno, Yobe, Adamawa, Bauchi, Gombe and Taraba states) with 40,000 mt of mixed local grains [8]. Gaps and potential overlaps in food assistance were minimised through the Food Security Sector coordination.

According to the October 2017 *Cadre Harmonisé*, the number of people estimated to be facing critical and crisis food and nutrition insecurity in Borno, Adamawa and Yobe states dropped from 5.2 million in June–August to 2.6 million in October–December 2017. The steep recovery is the combined result of the improvement in the security situation, the scaling up of humanitarian assistance from the Government and humanitarian community, the favourable climatic conditions for agricultural production and livelihood activities, and a slight market and trade recovery.

[1] Women constitute 49.5 percent and men 50.5 percent of the population. Statistical Report on Women and Men in Nigeria, National Bureau of Statistics, December 2016.

[2] World Economic Outlook, International Monetary Fund (IMF), October 2016.

[3] World Poverty Clock, November 2017.

[4] United Nations Data portal, <http://data.un.org/>

[5] The number of IDPs has declined slightly during the year as military gains against Boko Haram have enabled some to return. The Office for the Coordination of Humanitarian Affairs (OCHA) reports that, as of 31 March 2017, 1,832,743 persons (326,010 households) remain displaced in the six Northeast Zone states. Nigeria – North-East: Humanitarian Emergency. Situation Report No. 8 (as of 31 March 2017), OCHA, 12 April 2017.

[6] Displacement Tracking Matrix (DTM) XIX, International Organization for Migration (IOM), October 2017.

[7] Ibid.

[8] Federal Government Food Distribution Programme for the Northeast, June 2017.

## WFP Objectives and Strategic Coordination

In 2017, WFP implemented its humanitarian and recovery assistance in Northeast Nigeria in alignment with national priorities and in coordination with strategic partners and government actors through a regional emergency operation (EMOP) and two special operations.

Through **Regional EMOP 200777**, WFP food assistance in Northeast Nigeria addressed acute food insecurity of internally displaced persons (IDPs), in camps or host communities, through general distributions using in-kind and cash-based transfers, integrated with the prevention of malnutrition programme for children aged 6-59 months and pregnant and lactating women, as well as livelihoods support. Due to the multi-dimensional nature of the crisis, WFP adopted a flexible emergency response, using the most appropriate and context-specific transfer modalities and delivery mechanisms to address the needs. WFP integrated protection, gender and accountability to affected populations approaches in its interventions, and particularly adopted measures to strengthen gender mainstreaming across all levels of operations, with the aim of creating an enabling environment for promoting gender equality and women's empowerment through food security and nutrition programmes.

**Special Operation 201032** enabled the Logistics Sector to support the humanitarian community in Borno State through logistics coordination, civil-military liaison for cargo movements, logistics information management and storage augmentation. The Special Operation also supported the Emergency Telecommunications Sector in providing telecommunications services where basic infrastructure is limited, and in deploying and upgrading security telecommunications equipment in the established humanitarian hubs in Northeast Nigeria.

**Special Operation 200834** enabled WFP to operate the United Nations Humanitarian Air Service (UNHAS) on behalf of the humanitarian community providing safe and reliable air transport to humanitarian personnel via one fixed wing aircraft and four helicopters. Helicopter flights, introduced in July 2016, constitute a critical component to access remote and hard-to-reach areas in Northeast Nigeria.

WFP operates in partnership with the Government to achieve Zero Hunger by 2030. At the national level, WFP works with line ministries and related institutions, including the Presidential Committee on the North East Initiative (PCNI), the Emergency Coordination Centre (ECC), the National Emergency Management Agency (NEMA) and the National Social Investment Programme (SIP) under the Office of the Vice-President. At the local level, WFP works with state governors and State Emergency Management Agencies (SEMA) to provide support in areas that are food insecure.

The strategic coordination of humanitarian efforts takes place within the framework of the United Nations Humanitarian Country Team's (HCT) Humanitarian Response Plan (HRP). Under the United Nations Sustainable Development Partnership Framework (UNSDPF) and applying a "Delivering as One" approach, the HCT works coherently, effectively and efficiently to support Nigeria in achieving its national development priorities, the Sustainable Development Goals (SDGs), and other internationally agreed treaty obligations and development goals such as the Paris Declaration on Aid Effectiveness. The HCT aims to foster equitable economic growth and poverty reduction, through capacity development, and to strengthen accountability systems and the delivery of quality basic services focusing on the most deprived and vulnerable Nigerians.

WFP has been an active member of the HCT and supported the efforts of the national and international humanitarian and development communities in aligning policies, programmes and activities for a more coherent, efficient and effective response.

WFP implemented a twofold approach in Northeast Nigeria: (i) in relatively stable areas where partners are operating with adequate capacity, WFP established strategic partnerships with international and local non-governmental organizations (NGOs); and (ii) in areas where the security situation impeded regular programme access, to overcome the access challenges and reach those most in need in insecure, difficult-to-reach areas, WFP utilized the Rapid Response Mechanism (RRM) launched in November 2016 and implemented direct distributions when needed [1].

UNHAS, managed by WFP, has been instrumental for the RRM and has allowed the humanitarian community to implement and scale up relief activities.

Sectors have also been pivotal to the coordination of the broader humanitarian response in Northeast Nigeria. Due to its expertise and vast field capacity, WFP has been leading the Logistics and Emergency Telecommunications Sectors and co-leading with the Food and Agriculture Organization of the United Nations (FAO) the food security sector to ensure the most efficient and coordinated response to food insecurity and access issues in the Northeast. WFP also participated in other sectors, such as nutrition, livelihoods and protection.

In 2017, WFP embarked on a consultative process to develop a five-year Country Strategic Plan (CSP), which will be presented to WFP Executive Board in February 2019. To guide the development of the CSP, with the support of the Government, WFP is strongly liaising with local and international humanitarian actors and the donor community.

[1] As part of the RRM, personnel may be flown to hard-to-reach locations by helicopter, while cargo is transported overland. Joint teams remain on the ground for a few days (6–8 days) in prioritized areas to provide an integrated package of support. The RRM expanded to involve a wider number of humanitarian agencies and used to provide a platform for the provision of an integrated package of multi-sectoral support, i.e. food assistance as part of a broader life-saving response including nutrition, water, sanitation and hygiene and health interventions.

# Country Resources and Results

## Resources for Results

In 2017, the scale of resources required to run WFP operations in Northeast Nigeria increased considerably compared with 2016 as WFP gradually reached more people. As a result, the overall funding and donor base for the Regional EMOP 200777 expanded significantly compared with the previous year.

However, in the first quarter of the year, WFP faced significant resource shortfalls, and the lack of resources forced WFP to review its priorities. To optimise the funding for its emergency operation and to ensure the most vulnerable continue to receive food assistance, WFP developed a nuanced prioritization plan focusing on the most critically food-insecure populations. This plan was developed after extensive review and consultation with stakeholders. Evidence on food security and nutrition needs, including the March *Cadre Harmonisé*, Emergency Food Security Assessment (EFSA) and the Household Economy Approach (HEA) Urban Baseline Report, was used to reduce the geographical coverage of the intervention (from 38 to 33 Local Government Areas) and target 1.36 million instead of the initially planned 1.8 million people during the peak of the lean season (August–September).

To minimise the impact of resource shortfall on the affected populations, aggravating factors such as ongoing military operations, inaccessible markets and limited livelihood were taken into considerations to identify the most vulnerable populations. Gaps in food assistance were minimised by coordinating with other organizations and with the Nigerian Government, with particular focus given to children and pregnant and lactating women.

WFP also introduced additional cost-saving measures to reduce costs. In-kind commodity mix for general distributions was adjusted and sorghum was preferred over rice, as well as ready-to-use supplements were transitioned to Super Cereal Plus for prevention of acute malnutrition activities. The Food Security sector adjusted cash-based transfers (CBT) amounts to 70 percent in urban areas to reflect actual needs as defined in the HEA Urban Baseline Report analysis, conducted by the Save the Children, WFP and other partner organizations.

On 24 February 2017, the governments of Norway, Germany and Nigeria, in partnership with the United Nations (UN), organized a humanitarian conference on Nigeria and the Lake Chad region to mobilize resources from the international community and raise awareness on the urgent crisis response. The Oslo Humanitarian Conference drew pledges from 14 donors of USD 458 million for 2017 out of the estimated USD 1.5 billion needed in the region. In addition, the Government of Nigeria provided an in-kind contribution to WFP in the form of 5,000 mt of rice, for which a United States Agency for International Development (USAID) contribution was used to pay associated costs.

In the third quarter of 2017, the majority of the donations were confirmed, many of which were pledged in Oslo. By the end of the year, the regional EMOP (Nigeria) received a total of USD 359.2 million from 24 donors, private donors, multilateral funding and miscellaneous income compared with USD 81 million and 11 donors in 2016. The funding for the regional EMOP has been above the average, and compared to neighbouring Lake Chad Basin countries or other countries which have been facing famine (Yemen, South Sudan and Somalia), the Nigeria operation received more funding from the donor community, resulting in a fully funded situation in the last quarter of 2017.

Flexible funding for food assistance enabled WFP to address prioritized needs at the times the contributions were received. WFP was able to take advantage of its corporate advance financing mechanism, an internal loan system, which enabled WFP to procure quickly, cut delivery times and provide more predictability to the operations, as well as the crucial ability to scale up. The major constraints remained security, access and unreliable infrastructure and systems, particularly in the case of CBT.

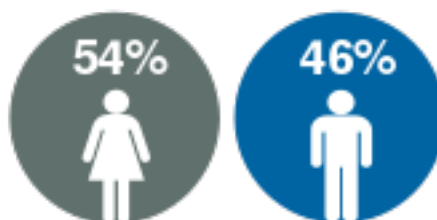
Timely and flexible funding was also provided to the WFP-led common services of United Nations Humanitarian Air Service (UNHAS) and the Logistics and Emergency Telecommunications sectors. Although operations funding requirements increased in 2017 due to the scale up of humanitarian assistance in the Northeast, both Special Operations received the necessary funding, and by the end of 2017, the overall contribution to UNHAS operations amounts to USD 14.5 million (75 percent of the 2017 requirement) and the one for the Logistics and Emergency Telecommunications sectors to USD 8.6 million (90 percent of the 2017 requirement).

The success of the scale up of WFP Nigeria's operation was realized through concerted talent acquisition and the filling of majority of critical functions with both national and international staff. A lot of attention has gone into analysing and restructuring the workforce structure to ensure synergy in the workflow and clarifying reporting lines.



## Annual Country Beneficiaries

| Beneficiaries                                | Male           | Female         | Total            |
|--|----------------|----------------|------------------|
| Children (under 5 years)                     | 142,450        | 142,450        | 284,900          |
| Children (5-18 years)                        | 237,840        | 237,840        | 475,680          |
| Adults (18 years plus)                       | 199,684        | 311,608        | 511,292          |
| <b>Total number of beneficiaries in 2017</b> | <b>579,974</b> | <b>691,898</b> | <b>1,271,872</b> |



## Annual Food Distribution in Country (mt)

| Project Type                          | Cereals        | Oil          | Pulses        | Mix           | Other      | Total          |
|---------------------------------------|----------------|--------------|---------------|---------------|------------|----------------|
| Regional EMOP                         | 105,023        | 8,205        | 26,507        | 22,534        | 943        | 163,213        |
| <b>Total Food Distributed in 2017</b> | <b>105,023</b> | <b>8,205</b> | <b>26,507</b> | <b>22,534</b> | <b>943</b> | <b>163,213</b> |

## Cash Based Transfer and Commodity Voucher Distribution (USD)

| Project Type                     | Cash              | Value Voucher    | Commodity Voucher |
|----------------------------------|-------------------|------------------|-------------------|
| Regional EMOP                    | 26,203,514        | 3,375,401        | -                 |
| <b>Total Distributed in 2017</b> | <b>26,203,514</b> | <b>3,375,401</b> | <b>-</b>          |

## Supply Chain

WFP 2017 sourcing strategy was designed to be a mix of international, regional and local purchases. The international purchase focused mainly on specialised nutritious foods, while local and regional purchases included vegetable oil, cereals, pulses and salt.

Based on the sourcing strategy, 70 percent of total food requirements, valued at USD 89 million, were procured from local markets. This allowed WFP to reduce lead time while also supporting the local economy. A proactive procurement plan coupled with the timely availability of funds allowed local procurement during the main harvest season between October to December, and allowed WFP to benefit from 20-30 percent lower prices.

The primary overland supply routes stretch from the Port of Lagos, the Global Commodity Management Facility (GCMF) in Kano State and in-country local suppliers, to WFP storage hubs in Maiduguri (Borno State) and Damaturu (Yobe State).

Throughout the year, the Port of Lagos represented the main entry point for internationally procured commodities, i.e. Super Cereal and ready-to-use supplements, as well as in-kind donations. Since June 2017, access to and from the port has been severely affected due to the poor road infrastructure coupled with the rainy season causing weeks of delays in cargo movement out of the port area and consequent high storage and demurrage costs. Infrastructure repairs are currently ongoing, nonetheless the situation is expected to linger into 2018. As a mitigation measure, in September, WFP successfully completed a trial shipment utilizing the Port of Onne in Port Harcourt.

In March 2017, WFP established a GCMF advance mechanism in Kano State. Since its setup and activation, the hub has reduced lead time for the delivery of food to partners from an average of 121 days to 31 days. The facility stores goods purchased regionally or locally.

The secondary overland supply routes extend from the storage hubs in Maiduguri and Damaturu to over 120 final delivery points (FDPs) located in the three states of Borno, Yobe and Adamawa. At the FDPs, food commodities are either immediately distributed or stored at partner-managed facilities.

In 2017, the security situation posed significant challenges in the planning and implementation of the road transport. Particularly on selected routes, notifications to the military and consequent military escorts are mandatory. Despite the provision of military escorts, during the year, three trucks were burnt and nine incidents of looting accounted for 295 mt in losses representing 0.16 percent of the tonnage moved. Additional challenges were posed by the rainy season from June to September. Due to the incessant rains, several areas became hard to reach and several roads remained inaccessible in August.

As a contingency plan, WFP increased and consolidated storage capacity in Maiduguri and Damaturu to allow pre-positioning ahead of the rainy season. WFP set up forward logistics storage in Ngala to ensure timely availability of commodities for quick response, and pre-positioning ahead of the next rainy season when access could be cut off. These facilities were used for the storage of food and non-food items for WFP interventions. WFP also provided storage space to other humanitarian partners including United Nations agencies, international non-governmental organizations and government departments.

As part of bilateral service provision, WFP supported the Food and Agriculture Organization of the United Nations (FAO) in the transport of seeds and fertilisers (812 mt) as part of a joint livelihood programme implemented during the lean season.

Better understanding of the market, streamlined procedures and increased volumes allowed WFP to reduce transport, shipment and handling related costs by 4 percent. To strengthen the capacity of partners in logistics, WFP organized warehouse and commodity management training sessions for 200 participants from 20 organizations including the National Emergency Management Agency (NEMA) and the State Emergency Management Agency (SEMA).

The Supply Chain unit successfully supported e-voucher operations in Maiduguri and Damaturu, using a mix of retailers and wholesalers (under "Business to Business" arrangement). Over the year, 90,000 beneficiaries have been reached through a mix of 27 retailers and 15 wholesalers with assessments done using the new retailer digital onboarding and contracting application.

WFP continued to lead the Logistics Sector, activated in September 2016. The Logistics Sector has been an essential forum for the provision of key logistics services, including logistics coordination and information management, civil-military liaison, and augmentation of existing storage capacities in the main affected Borno State.



## Annual Food Purchases for the Country (mt)

| Commodity         | Local         | Regional/International | Total         |
|-------------------|---------------|------------------------|---------------|
| Beans             | 7,773         | -                      | 7,773         |
| Iodised Salt      | 1,004         | 250                    | 1,254         |
| Rice              | 5,925         | -                      | 5,925         |
| Sorghum/Millet    | 13,144        | -                      | 13,144        |
| Vegetable Oil     | 1,945         | -                      | 1,945         |
| <b>Total</b>      | <b>29,792</b> | <b>250</b>             | <b>30,042</b> |
| <b>Percentage</b> | <b>99.2%</b>  | <b>0.8%</b>            |               |

## Implementation of Evaluation Recommendations and Lessons Learned

In response to the changes in the operational context, WFP carried out a budget revision in 2017. This enabled the implementation of identified programme response adjustments and cost optimisation measures that prioritized life-saving interventions, increasing the number of beneficiaries particularly during the critical lean season period.

WFP approach remained holistic and agile combining food assistance, in-kind or cash-based transfer (CBT), with nutrition support, adjusting to the volatile situation. In areas where high levels of insecurity persisted, in-kind food distributions were implemented whereas in areas with functioning markets CBT were preferred. In areas where returns were possible, to capitalize on opportunities for early recovery, WFP implemented an integrated twofold approach with the Food and Agriculture Organization of the United Nations (FAO) and partners. The joint approach combined food assistance with support to smallholder agriculture production through the provision of seeds and inputs.

To expand the area of coverage WFP strengthened implementation of activities through field-level agreements with 18 cooperating partners including local and international organizations. The monitoring system was strengthened by increasing the number of field monitors, and resorting to a third-party monitoring (TPM) through two national service providers for areas with access constraints. The initiative increased the coverage, the quality and frequency of information received. The TPM service providers participated in food security outcome surveys and emergency food security assessments, which served to inform and strengthen WFP and partners' response.

As the scale of the nutrition needs in Northeast Nigeria increased with improved access to new locations, flexibility in nutrition programming and implementation were paramount to ensure that the most nutritionally vulnerable were reached with the right preventative foods, at the right time and place. The change of specialised nutritious foods in the malnutrition prevention activities from ready-to-use supplementary food to Super Cereal Plus for children revealed awareness gaps by the caregivers on the product utilization, thus requiring additional training and sensitization. Adequate sensitization activities were critical when introducing a new specialised nutritious foods to minimise misinterpretation of the intended use.

Recognising the high-level of protection risks and concerns presented by the operational environment, WFP invested heavily in fully mainstreaming protection into its activities. In 2017, increased emphasis was placed on accountability issues as well, with a combination of different complaints and feedback mechanisms (CFMs) including community based CFMs, hotlines, help desks and suggestion boxes. Consultation with communities on best accountability systems including mode of communication and languages to be used yielded better results including increased ownership of accountability systems. Community-based CFMs were implemented in areas with connectivity challenges where access to the WFP hotline was limited.

To guarantee beneficiaries' safety during food collection, including crowd control, group distributions were implemented reducing waiting time for beneficiaries, minimising overcrowding and consequently reducing exposure to security risks at distribution sites. In places where ownership of distributions by community members was implemented by assigning clear roles and responsibilities, coupled with clear demarcation of the site, including

waiting area with shade and access to water and sanitary facilities, distribution management was found most effective.

Through internal reviews, WFP drew valuable lessons for its supply chain and asset management systems from the security challenges experienced across supply routes. The country office put in place several measures to mitigate future risks to WFP's stocks and assets. To mitigate the risk of attacks on cargo transported by road, WFP improved convoy security arrangements in conjunction with the Nigerian Armed Forces and the National Union of Road Transport Workers, with the introduction of recovery and tow truck services along convoys. In 2018, the plan is to tighten internal supply chain control measures and accountability through global positioning system (GPS) tracking and monitoring of convoys. The security unit has also been exploring methods of enabling greater road access with the intention of not being reliant on-air operations in 2018 and improve access to beneficiaries.

# Project Results

## Activities and Operational Partnerships

Special Operation 200834 aimed to provide safe access for humanitarian workers to Northeast Nigeria using a fixed-wing aircraft, and safe access to remote locations within Borno and Yobe states using helicopters.

In 2017, United Nations Humanitarian Air Service (UNHAS) successfully maintained a safe and reliable fixed-wing service, Abuja based, to facilitate the transportation of passengers and urgently needed commodities to the northeastern cities of Maiduguri and Yola on behalf of the humanitarian community.

Two additional rotary-wing aircraft, one in January and another in September, were added to the two-helicopter Maiduguri-based operation. This increase to a total of four helicopters was in response to the demand of humanitarian organizations to reach satellite camps and areas that are inaccessible by other means and do not have fixed-wing compatible airfields, such as Bama, Banki, Gwoza, Pulka, Baga, Dikwa, Ngala, Rann, Damasak and Damboa. In addition to passenger movement, UNHAS helicopters regularly transported urgent medical supplies, high nutrition supplements, vaccinations, mosquito nets, shelter, non-food items kits, and other items of cargo for distribution.

In order to ensure a need-based and coherent response, UNHAS effectively coordinated its principled humanitarian action in partnership with national and international actors. In addition to the Nigerian Aviation Authorities, the Nigerian Armed Forces and commercial aviation companies, the service coordinated with both International Committee of the Red Cross (ICRC) and *Médecins sans frontières* France (MSF-F) aviation sections to share aviation related information. Through attendance at various humanitarian forums, including Programme Access Coordination and Operational Humanitarian Country Team meetings, UNHAS was able to lead coordination efforts for its activities and this improved the effectiveness by ensuring that the services provided corresponded to the community's needs.

UNHAS coordinated and fostered strong links with the Nigerian Civil Aviation Authority and other relevant local authorities to obtain flight clearances and relevant security information. In particular, UNHAS maintained close contact with the Nigerian Air Force and the Office for the Coordination of Humanitarian Affairs (OCHA) led Civil-Military Coordination Cell, while United Nations Department of Safety and Security (UNDSS) was informed of all missions, both fixed-wing and rotary, in order to review potential risks and to advise of security constraints that may affect the day's operations.

## Results

United Nations Humanitarian Air Service (UNHAS) facilitated the transportation of 48,849 passengers and 158.45 mt of humanitarian cargo to destinations throughout the Northeast in 2017. The service was key to ensuring that aid workers and assistance reached the most vulnerable populations in most remote areas of the country in a timely manner. UNHAS also enabled the medical evacuation of 77 humanitarian workers and critically ill civilians, playing a crucial role in ensuring the safety and security of aid workers travelling to hard-to-reach locations. UNHAS coordinated and operated various bespoke missions to facilitate high level visits to project implementation sites and beneficiaries. During 2017, UNHAS has facilitated numerous assessment missions throughout the Northeast for the humanitarian community, donor and government counterparts. A total of 92 organizations comprising of non-governmental organizations (NGOs), United Nations (UN) agencies, donor organizations, diplomatic missions and media, sponsored by these organizations, relied on UNHAS to implement, monitor and report humanitarian activities in Northeast Nigeria.

The introduction of UNHAS flights has significantly reduced travelling times and, consequently, the inherent security risks previously encountered by humanitarian actors when moving personnel and cargo by road to the Northeast. UNHAS flights have enabled these organizations to overcome logistical bottlenecks and increase significantly the scale of their response, thus reaching larger parts of the affected population.

During the six-week closure of the international airport in Abuja (March–April 2017), UNHAS demonstrated agility by quickly rescheduling services to Kaduna and ensuring no disruptions to services. Additionally, all UNHAS flights operating in and out of Kaduna were deliberately linked with international flights both inbound and outbound, and a daily bus service set up between Abuja and Kaduna to allow a seamless transition for users and to avoid the need for overnight stays in Kaduna. The plan was implemented precisely to schedule, and constant communication with the construction contractor in Abuja maintained in order to provide regular situation reports to the humanitarian

community through the Humanitarian Country Team. No days of operation were lost due to this event.

UNHAS has been called up to coordinate the in-country air travel arrangements for high level visits to the Northeast, including the UN Security Council delegation, various ministerial, senatorial and congressional visits and the royal visit of Queen Maxima of the Netherlands to Nigeria.

Due to the rapid growth of humanitarian operations, UNHAS overachieved with respect to planned goals. During the course of 2017, unplanned, external factors had an effect on UNHAS operations. This included the contingency planning required to ensure sufficient fuel provision in Maiduguri. Throughout 2017, aviation fuel scarcity affected every airline in and out of Maiduguri and Yola and also affected departures from Abuja. Many commercial flights were cancelled during this period but, due to multiple contingency plans being put in place, UNHAS fixed and rotary wing operations were able to continue as scheduled.

## Performance Monitoring

In 2017, at corporate level, WFP Aviation continued to enhance its monitoring mechanism by utilizing the Performance Management Project (PMP) to enhance performance based management culture throughout the service. The Performance Management Framework (PMF) is a set of operational and strategic parameters, defined and measured to enable WFP Aviation managers to improve service effectiveness, efficiency and value for money. This tool enables decision makers to automatically collect and process data into a visualized presentation allowing them to analyse variations and trends necessary to make informed decisions. United Nations Humanitarian Air Service (UNHAS) Nigeria utilized the PMF to measure all aspects of the service whilst meeting the constantly evolving needs of the humanitarian community. The tool is able to assist in the measurement of efficiency versus effectiveness of the operation by calculating the cost involved in carrying a passenger per km for a defined sector. This has allowed UNHAS to accurately analyse route selection efficiency by sector.

The project has been constantly reviewed and the service adapted as required in order to meet the demands of the humanitarian community as the situation evolves. UNHAS has gained insightful information regarding current and prospective user requirements and priority response locations, by holding regular bilateral meetings with key stakeholders and by participating in critical sectoral and inter-sector coordination meetings. UNHAS continues to be a key contributor to both the civil-military coordination, and inter-sectoral and access working groups, and provision of access satisfaction information was gained through constant coordination with these forums. An UNHAS Steering Committee (SC), comprising representatives from the donor, United Nations and non-governmental organization (NGO) communities was established in October 2017, with the objective of providing administrative and strategic guidance. A total of two meetings were held in 2017, establishing a workplan of issues for consideration by the SC.

Feedback received from users on the destinations served and the frequency of flights has been very positive and the operation will continuously solicit user feedback in order to provide a need-based service.

## Story Worth Telling: UNHAS saving lives in Northeast Nigeria

The United Nations Humanitarian Air Service (UNHAS) received a distress call on 29 November at 1:20 pm from *Médecins sans frontières* (MSF) to evacuate a pregnant MSF staff from Pulka due to complications during prolonged labour.

UNHAS regularly transports humanitarian workers on mission to some of the hard-to-reach areas in Borno state where humanitarian actors provide life-saving assistance to people displaced by ongoing conflict between Nigerian military and the Non-State Armed Groups.

However, at this time the call was not about transporting food and other basic needs to the deep fields. It was a medical evacuation of an MSF staff who had laboured for three days and needed to be flown for urgent care at the Maiduguri Hospital, Borno state.

Without delay, UNHAS secured a clearance from the local authorities, and deployed one of its four helicopters operating in the northeast Nigeria to retrieve the lady and bring her to Maiduguri where an ambulance was prepared and waiting to transport her directly to the hospital. The medical evacuation (MEDEVAC) was successful.

Luis Eguiluz, Head of Mission of MSF Operational Centre Barcelona Athens in Nigeria expressed his appreciation for the promptness and professionalism with which UNHAS performed the MEDVAC by saying: "I would like to thank UNHAS for its flexibility and professional support on emergency medical evacuations of several patients from our projects. Recently, we requested an emergency evacuation for one of our staff from Pulka, who was having complications during labour. The successful evacuation provided by UNHAS resulted in the well-being of the mother

and the baby.”

“More generally, I would like to express our gratitude to UNHAS for the good collaboration over the past year. The services offered by UNHAS allowed our international and national team to remain with a permanent presence on ground in isolated projects such as Pulka and Gwoza. Our life-saving activities require the possibility to access by air to these projects in order to provide health care to the displaced and host population,” he adds.

In addition to regular transportation of humanitarian actors, UNHAS has been instrumental for many MEDEVAC, security evacuation and medicine transportation during disease outbreaks such as the cholera outbreak in Dikwa in August, when the helicopters transported the immunization team as well as water, sanitation and hygiene (WASH) staff from various organizations to support the emergency control of the epidemics.

UNHAS contribution to the response in the northeast Nigeria is well attested by many humanitarian organizations providing life-saving assistance in the northern fringe of Nigeria, Africa’s most populous country. “I can’t thank UNHAS enough for getting Mercy Corps where it needs to go to deliver basic life-saving assistance and services to affected populations in the northeast,” says Darius Radcliffe, Mercy Corps Country Director in Nigeria. “With access limited in many of our field programmes, UNHAS provides an invaluable service to Mercy Corps teams on the ground,” he adds.

# Figures and Indicators

## Data Notes

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Passengers, comprising of non-governmental organizations, United Nations agencies, cooperating partners, diplomats and donor representatives, are disembarking in Maiduguri from the morning flight from Nigeria's capital Abuja, operated by the United Nations Humanitarian Air Service (UNHAS).

## Project Indicators

### Output Indicators

| Output   | Unit                | Planned | Actual | % Actual vs. Planned |
|--|---------------------|---------|--------|----------------------|
| <b>SO1: Special Operation (Air Ops)</b>                              |                     |         |        |                      |
| Metric tons of cargo transported                                     | metric ton          | 84      | 159    | 188.7%               |
| Number of agencies and organizations using humanitarian air services | agency/organization | 70      | 92     | 131.4%               |
| Number of destinations served  | site                | 20      | 16     | 80.0%                |
| Number of passengers transported                                     | individual          | 18,000  | 48,849 | 271.4%               |
| Percentage of cargo movement requests served against requested       | %                   | 95      | 92     | 96.8%                |
| Percentage response to medical and security evacuation               | %                   | 100     | 100    | 100.0%               |