

**BUDGET REVISION TO
NORTH AFRICA REGIONAL EMERGENCY OPERATION 200257
(BUDGET REVISION 5)**

**FOOD ASSISTANCE TO VULNERABLE POPULATIONS AFFECTED BY
CONFLICT**

	Cost (United States dollars)		
	Current budget	Increase	Revised budget
Food cost	58,636,592	12,580,260	71,216,852
External transport	5,364,044	1,559,079	6,923,123
LTSH	9,647,718	1,066,096	10,713,814
ODOC	8,968,058	-1,296,200	7,671,858
DSC	11,582,122	5,566,138	17,148,260
ISC (7 %)	6,593,897	1,363,277	7,957,174
Total cost to WFP	100,792,430	20,838,651	121,631,081

NATURE OF THE INCREASE

1. WFP proposes this budget revision to the North Africa Regional emergency operation (EMOP) 200257 “Food Assistance to Vulnerable Populations Affected by Conflict” to meet continuing emergency food requirements of people affected by the ongoing crisis in Libya, both within the country and who have fled to Tunisia. The revision extends the operation for a further six months, September 2011-February 2012, and will allow it to support 1,597,500 beneficiaries overall.
2. While on-going events are being monitored, this budget revision makes adjustments to the current assistance modalities and beneficiary planning figures in response to the fluid situation and to information acquired since the start of the EMOP in March 2011, particularly through the humanitarian missions and assessments to Misrata, Nafusa Mountains and western Libya). In summary, this budget revision is proposed to:
 - Extend-in-time the EMOP to February 2012 (bringing the EMOP duration to 12 months overall).
 - Provide an additional 7,520 mt of food, valued at US\$12.6 million.
 - Increase associated costs linked to the increased tonnage and the extended period of the operation - external transport, landside transport, storage and handling (LTSH), ODOC, and DSC for a total increase valued at US\$6.9 million.
 - Include additional indirect support costs (ISC) valued at US\$1.3 million.
3. The revised duration of the EMOP proposed in this budget revision reflects the intention to extend the United Nations Flash Appeal and the expectation that WFP activities in Libya will be required at least until February 2012. It includes the continuation of Food Security Cluster activities with additional dedicated staffing capacity. This extension will allow for the recruitment of longer-term staff for key posts to ensure consistent management of this EMOP.
4. Beneficiary numbers, response modalities and the period of assistance will continue to be subject to review, based on the results of ongoing assessment exercises.



JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

Summary of Existing Project Activities

5. EMOP 200257 has the specific objectives to save lives in emergencies, reduce food insecurity and stabilize the nutritional status of residents, IDPs, returnees, refugees and other vulnerable groups (addressing WFP Strategic Objective 1: “Save lives and protect livelihoods in emergencies”). With the introduction of technical support for the public food distribution in Libya, this EMOP also contributes to WFP Strategic Objective 5: “Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase”.
6. This EMOP was prepared initially for three months for a prompt activation and start-up of WFP assistance, with the understanding that requirements would be reassessed and the EMOP adjusted in line with developments and evolving humanitarian needs. The subsequent budget revisions - including the extension to six months and this revision that extends the operation to 12 months - follow this approach. These reflect the lack of resolution of the crisis and the ongoing refinement of the EMOP informed by better information.
7. In response to the crisis, WFP has mobilized 38,000 mt of food for Libya, Tunisia and Egypt. Over 17,000 mt have been delivered to counterparts for distribution. Over 800,000 people have been reached through general food distributions.
8. In **Libya**, targeted beneficiaries include people displaced by the conflict and households already vulnerable to food insecurity before the conflict. The selection of beneficiaries has been in consultation with partners and local community committees, identifying those most vulnerable to food shortages and insecurity. In cooperation with its main partner, the Libyan Red Crescent (LRC), WFP has despatched 12,900 mt of food, of which over 7,000 mt has been confirmed as distributed to 544,000 vulnerable individuals. From this total, 3,600 mt have been distributed to the eastern areas (Benghazi down to Al Kufra) in support of 283,000 beneficiaries, and in the western areas 3,400 mt have been distributed to 261,000 beneficiaries.
9. WFP has been giving particular attention to areas affected by heavy fighting, such as Misrata and the Nafusa Mountains. WFP and other United Nations agencies are trying to get more access to these areas. In Misrata, 2,600 mt of food have so far been confirmed as distributed and WFP flour ensured continued provision of bread when all other sources had run out. In the Nafusa Mountains, 700 mt has been confirmed as distributed to 125,000 conflict-affected people, and WFP dispatched a further 850 mt for the holy month of Ramadan for 160,000 beneficiaries.
10. WFP logistics special operation (SO) 200261 “Logistics and Emergency Telecommunications Augmentation and Coordination in response to the crisis in Libya” includes WFP ships that have transported medicines and mixed cargo for other agencies. In addition to eight ships that have carried 4,400 mt of urgent WFP assistance¹ into besieged Misrata, WFP has also chartered a vessel for regular transport of passengers and cargo between Benghazi and Misrata for the humanitarian community. This SO also includes support to communications under the WFP-led Emergency Telecommunications Cluster (ETC).

¹ Six ships chartered by WFP, and two ships chartered by the International Organization for Migration (IOM).



11. In **Tunisia**, there are five regions where Libyans are residing with Tunisian host communities (Tataouine, Medenine, Gabes, Kebili and Sfax) and the Office of the United Nations High Commissioner for Refugees (UNHCR) has registered 41,400 Libyan refugees so far. It is believed that 10 percent of the refugee population has not registered for fear of the registration process.² WFP has distributed in-kind food to these refugees through the Tunisian Red Crescent, so far reaching over 19,000 refugees in Tataouine, Medenine and Gabes.
12. In **Egypt**, WFP continues food-for-training (FFT) activities for migrant workers returning to Upper Egypt from Libya, to alleviate the strain of their return on an already vulnerable population. Vocational training sessions, including carpentry, smithery, electrics, plumbing, plastering and driving are ongoing in the targeted governorates of Sohag, Assiut, Meinia, and Beni Suef. Special training courses on small business management for the wives of the returnees are ongoing in Assiut and Sohag. By mid-August, 47,000 participants (236,000 beneficiaries) had received 1,800 mt of food through the FFT activity.
13. At **border crossings**, WFP has provided short-term food assistance at the international borders to returning migrants and third-country nationals leaving Libya. WFP provided over 2.6 million cooked meals since March, supporting more than 140,000 people who passed through the Tunisian and Egyptian border crossings.³ Following the decrease in the population staying at the borders, WFP handed over the provision of hot meals at the Egyptian border to UNHCR from 16 June, although WFP continues to provide ready-to-use food (date bars) through UNHCR and is also providing technical advice on distribution modalities. In Tunisia, WFP has also handed over the provision of cooked meals to UNHCR on 6 July in Remada camp and 10 July in Choucha camp, though WFP provides food (dry rations) to UNHCR for the meals.
14. Some activities envisaged for initiation within the current EMOP period (March-August 2011), including blanket supplementary feeding and fortified foods for children in Libya, have not yet started due to lack of access to some areas most affected by conflict and the lack of resources. Other activities, such as returnee assistance packages in Tunisia and Egypt, are now well under way but were delayed by challenges in: access for assessment and implementation; identification and targeting of eligible recipients; and finalizing operational approaches with stakeholders. The beneficiaries reached so far are shown in Table 1.

² UNHCR Zarzis.

³ Total meal distributions include some 2.5 million meals in Tunisia, and 159,000 meals in Egypt.



TABLE 1: ESTIMATED AND ACTUAL BENEFICIARIES BY COUNTRY AND ACTIVITY		
Country and Activity	Revised planning figures for beneficiaries (for this BR 5)	Actual Beneficiaries reached so far
Libya		
General food distribution - residents, IDPs, and other vulnerable groups	750,000	491,965
Blanket supplementary feeding	50,000	0
Emergency food assistance (HEBs)	150,000	51,535
Total number of beneficiaries Libya**	750,000	543,500
Tunisia		
Take-home rations- returnees package	100,000	29,410
Take-home rations/Cash assistance - refugees package	50,000	42,842
Children receiving locally procured fortified biscuits	0	0
Returnees, refugees and other "persons of concern" at reception centre	213,000	75,118
Total number of beneficiaries Tunisia**	363,000	147,370
Egypt		
Food for training	350,000	236,215
Children receiving fortified date bars	30,000	56,700
Returnees, refugees and other vulnerable groups at reception centre	134,500	65,126
Total number of beneficiaries Egypt**	484,500	301,341
Total	1,597,500	992,211

** The totals exclude overlap among the different activities (eg the children of refugee/returnees and other vulnerable groups at reception centres also receive date bars)

15. WFP has established a United Nations Humanitarian Air Service (UNHAS) at the request of the humanitarian community in support of humanitarian activities (WFP SO 200276 "Provision of Humanitarian Air Services in Response to the Humanitarian Situation in Libya"). The operation currently links Egypt, Libya, Tunisia and Malta and carried almost 700 passengers during June, with the demand still increasing. The operation has now transported passengers from over 155 entities including United Nations agencies, non-governmental organizations (NGOs) and diplomatic missions.

Conclusion and Recommendations of the Re-Assessment

16. Following the interagency, inter-sectoral needs assessment mission to eastern Libya in April 2011,⁴ WFP has continued to make both formal and informal assessments where possible. Interagency missions to the besieged city of Misrata in June and July 2011 confirmed the humanitarian needs and recommended food assistance for 125,000 people, with the ability to scale up rapidly if required to support other locations

⁴ This interagency mission included WFP, UNHCR, UNDP, FAO, UNHCR, IOM, UNFPA, WHO and UNICEF and was in eastern Libya from 7-11 April 2011. The mission report (Inter-Agency Mission to Libya) was released by OCHA on 19 April.



affected by conflict as they become accessible.⁵ Similarly, the interagency mission to Nafusa Mountains⁶ confirmed the difficult humanitarian conditions for the remaining population that had not fled to Tunisia. Most commercial activities and the public distribution system stopped functioning, leaving the resident population highly dependent on food assistance. The initial target population of 125,000 increased to 160,000 due to return movements during the Ramadan period.

17. Two interagency missions to Tripoli⁷ took place in May-June and July. During the first mission, WFP was able to identify 162,000 IDPs, mainly from Zliten and the Nafusa Mountains, who needed assistance. The second mission noted that while the food security situation was less alarming, it was still extremely unstable. Food availability had improved significantly, with more variety and better stocks available in markets and supermarkets, but access issues persisted due to a lack of cash liquidity as well as increased costs for some food. The Price Stabilization Fund (PSF) as well as the *Zakat* public distribution system⁸ were still struggling to ensure sufficient food imports to distribute to residents and IDPs. The mission confirmed the need to continue assisting the identified IDP population.
18. A recent emergency market mapping assessment in eastern Libya⁹ studied the wheat/wheat flour import and distribution chain as well as the market systems for local tomatoes. The assessment confirmed a heavy dependence on imports for wheat/wheat products (eg flour, pasta). Though the physical infrastructure and some of the human capital that supported and operated the wheat market system remains functional, production of milled flour for baking depends on dwindling stocks that risk exhaustion without consistent importation of wheat. The conflict has hampered domestic wheat production because supplies of farm inputs have become unreliable and expensive: farmers will reduce planting for 2012 due to continued market uncertainty. Although eastern Libya has normally imported much more wheat than it produces, reduction in domestically grown wheat will mean that unblocking the wheat import pipeline is even more important.
19. The June 2011 emergency food security assessment (EFSA) in eastern Libya confirmed the degree to which recent political events have constrained public services. Banks could not dispense large amounts of cash and salary payments were intermittent. Nevertheless, basic food availability in markets remained good. Some IDPs had been able to collect some of their salaries in Benghazi due to a common bank system. At the time of assessment, food insecurity was not at crisis levels as food was available and people generally had access, though a section of the population struggled to meet their basic needs. Based on the WFP standard 7-day recall,¹⁰ 95 percent of the studied population had adequate food consumption, though the poorest had low incomes and depended partially on assistance. Few amongst the poorest households could afford fruit but most in this group consumed meat at least twice a week. Malnutrition was not widely evident. The pre-crisis urban poor - including third country nationals - were the most vulnerable. The Benghazi *Zakat* distribution

⁵ WFP, UNICEF, WHO, UNFPA, UNHCR, UNMAS and OCHA, 10-14 July 2011.

⁶ WFP, UNHCR, UNICEF June/July 2011.

⁷ WFP, WHO, UNHCR, UNICEF, IOM, OCHA, May/June 2011 and WFP, WHO, UNHCR, UNICEF, IOM, OCHA, UNFPA July 2011.

⁸ This national system supports the poor through the distribution of food and other assistance in line with Islamic traditions. The food was provided through the PSF and distributed through the mosques.

⁹ WFP, FAO and IRC, June 2011.

¹⁰ A data collection method applied by WFP which records the food groups consumed over a 7 day recall period, giving a standard weight for each food group based on the nutrition levels. Applied at the household level, the Food Consumption Score (FCS) is indicative of the household's dietary diversity.



authorities reported 16,000 families (112,000 persons) on their list to receive assistance. Considering the urban environment and functioning markets, assistance in the form of cash or vouchers may be considered for the future. Given the uncertainty of future events, the EFSA also recommended a robust food security monitoring system to track the availability and access to basic food at the household level and inform decision makers of any drastic changes. Across the National Transitional Council (NTC)-controlled eastern areas, WFP is currently supporting some 300,000 people, largely the pre-crisis urban poor because the regular assistance schemes are no longer operational. WFP is working with local authorities and partners in this area to reduce the beneficiary numbers as the situation stabilises through the introduction of stronger targeting criteria.

20. The situation over the next few months promises to be more volatile than previously envisaged. Developments in Libya warrant close monitoring and preparedness by WFP, as well as planning for a transition period while government institutions are established, including those responsible for social welfare. While it is likely that the commercial sector will be able to maintain the supply of food, ensuring access to food and essential humanitarian supplies will be crucial during the transition period to promote confidence and build peace.
21. WFP is engaged with the wider United Nations system in preparing a post-conflict strategy for Libya. The United Nations has an Integrated Pre-Assessment Process, within which WFP chairs the infrastructure sub-working group that also includes food security, fuel and power generation. Preparedness also requires close engagement with the United Nations Department of Safety and Security (UNDSS) to ensure that it is fully operational when required in order to enable full-scale humanitarian operations including access and monitoring.
22. In **Tunisia**, a WFP assessment of Libyan refugees¹¹ living in host communities or with host families in June found that these refugees mainly came from Tripoli or from western Libya and were fleeing insecurity and lack of income. Their bank accounts were frozen and salaries suspended by the Government at the time. Though they were mainly hosted in Tunisia's poorest regions, with unemployment and poverty above the national average, the Tunisian people provided basic food, accommodation, utilities and some medical care. Other needs such as medicines, communications and clothing remained largely unmet: refugees used money they brought with them but reserves are being depleted. Coping mechanisms included selling jewellery or mobile phones, borrowing and, as a final resort, returning to Libya. Although support and solidarity from the Tunisian host community have been outstanding, it is not sustainable in the medium and long term: after two months, food collection and distribution pipelines were wearing down. Libyans are unaccustomed to requesting support from sources other than their government so they have been reluctant to admit their needs to agencies. Consequently, humanitarian requirements are believed to be underestimated.
23. The assessment concluded that these refugees were in urgent need of food assistance to ensure they could meet their food needs, avoid negative coping strategies and malnutrition. The recommendations also suggested that after WFP and partners' current food stocks are distributed, cash transfers would be the preferred modality through the widespread and efficient post office network. The assistance should cover food assistance needs for targeted households and set-up costs. WFP has been providing food and budget revision 4 included the move to a combination of in-kind and cash assistance. The number of refugees returning to Libya is increasing: all

¹¹ WFP Rapid Food Security Assessment of Libyan Refugees in Tunisia, June 2011.



refugees contacted stated their intention to return to Libya as soon as the situation there allows.

24. Migrants and “persons of concern”¹² have stopped crossing the border into Egypt, but some 200-300 people/day continue to cross from western Libya into Tunisia. As these people are mainly from Asia and sub-Saharan Africa, the International Organization for Migration (IOM) and UNHCR are finding it difficult to organise onward flights to return third country nationals to their places of origin, or resettlement in third countries for those who cannot return. Migrants often have to stay in the temporary camps for longer than before (up to two weeks) while “persons of concern” may stay for much longer. UNHCR has taken over the provision of cooked meals for the migrants at the borders of both Egypt and Tunisia, but in Tunisia UNHCR requested WFP to provide the usual commodities as a contribution to the kitchens. A continuation of ready-to-use food for people stuck at the border with Egypt is considered useful.

Purpose of Extension and Budget Increase

25. WFP did not have a programmatic presence in Libya and Tunisia before the crisis. This budget revision reflects the continually improving understanding by WFP of the situation on the ground, given the increased access and the partnerships developed through the ongoing operations. This improved knowledge has determined revised beneficiary numbers and adjusted ration sizes (and hence the EMOP food requirements) as well as the implementation modalities in both Tunisia and Libya.
26. Overall, this budget revision reflects the increased needs related to the extension-in-time from six to twelve months of this regional EMOP. This extension reflects the intention to extend the United Nations Flash Appeal and the expectation that WFP activities in Libya will be required at least until February 2012. It will also allow for the recruitment of permanent staff for key posts (such as the Head of Country Operations) to ensure consistent management and longer-term strategy.
27. The EMOP may need to be revised again as the dynamic situation in Libya further evolves. Further assessments will be undertaken if security and access allow, informing the subsequent budget revisions.
28. The following specific adjustments to this EMOP by country are proposed by this budget revision:
- Libya:**
29. The budget revision will continue activities currently in the EMOP for the extended period, with consequent increase in food needs and with the following detailed changes:
- General food distribution beneficiary planning figures will remain at 750,000 people for September-October 2011, followed by a reduction to 500,000, from November 2011 to February 2012. This reflects the expectation of stabilisation, with increased functionality of the state subsidised distribution systems, and improved financial liquidity at household level, decreasing the need for food assistance, especially in eastern Libya. The current beneficiaries

¹² Apart from refugees and asylum-seekers, UNHCR also has a role in protecting and assisting “persons of concern”: returnees; stateless persons; and internally displaced persons.



are: 125,000 people in Misrata; 160,000 in the Nafusa Mountains; 162,000 IDPs in Tripoli; and 300,000 in eastern Libya, including the displaced, returnees and pre-conflict poor.

- Beneficiaries and food requirements in the first three months of the EMOP are revised because unfamiliarity and lack of access (especially western Libya) led WFP to overestimate food requirements. Initial estimates reflected alarming information on the state of the PSF, which was believed to have only 1-2 months' stock: the EMOP's requirements included food to offset expected shortfalls in PSF supplies. The PSF has managed to assure more supplies than expected so this budget revision cancels the March requirements and reduces requirements for April-May for revised beneficiary numbers
- For the blanket supplementary feeding activity targeting children 6-24 months with ready-to-use supplementary food (RUSF), the target population is revised from 100,000 to 50,000 given recent information on nutrition levels of children. Also, the start date of the activity is adjusted (see paragraph 15).
- High-energy biscuits (HEBs) as a short-term emergency ration in areas of active conflict is retained in the budget (HEBs sufficient for 150,000 people for five days).
- For structural support to the state distribution systems, which procure basic foods to sell through a network at subsidized prices, the activity will now start in September and continue through the rest of the project period, for a total of six months.
- Additional food security assessments will be undertaken as the situation evolves and as access becomes possible. This will include a Food Security Monitoring System (FSMS) to capture food consumption and basic commodity prices in 15 urban centres and population movements also.

Tunisia:

30. The budget revision will continue activities for refugees (food and cash), handover the feeding activity at the border, and transfer the activities for returnees to a new WFP operation, with the following detailed changes:

- In-kind food assistance to the refugees living with host families/in host communities is to finish in August 2011, including the distribution of bread baked under the existing agreement with local bakeries.
- Cash transfers for Libyan refugees living with host families/in host communities will be for 50,000 rather than 70,000 people¹³ and the period of assistance is realigned to start in September 2011 and continue through February 2012. Transfers will now be entirely in cash, rather than a mixture of cash and in-kind assistance.
- Assistance for migrant workers and "persons of concern" transiting the Tunisia/Libya border will be at a reduced level of 5,000 people until UNHCR can take over. WFP will provide in-kind rations to UNHCR-funded kitchens providing cooked meals in the camps for the extended period of this EMOP.¹⁴
- Fortified snacks for 30,000 children have not been provided due to the lack of resources.

¹³ Revised UNHCR Zarzis expectations following the consolidation of their regional databases in July 2011.

¹⁴ This ration is revised and will not include tomato paste and fortified snacks. No ODOC costs are included for this activity as such expenses will be covered by UNHCR.



- For returnees, distributions have been maintained for July-August¹⁵ but from September the assistance to Tunisian returnees will be through the new PRRO 200307.

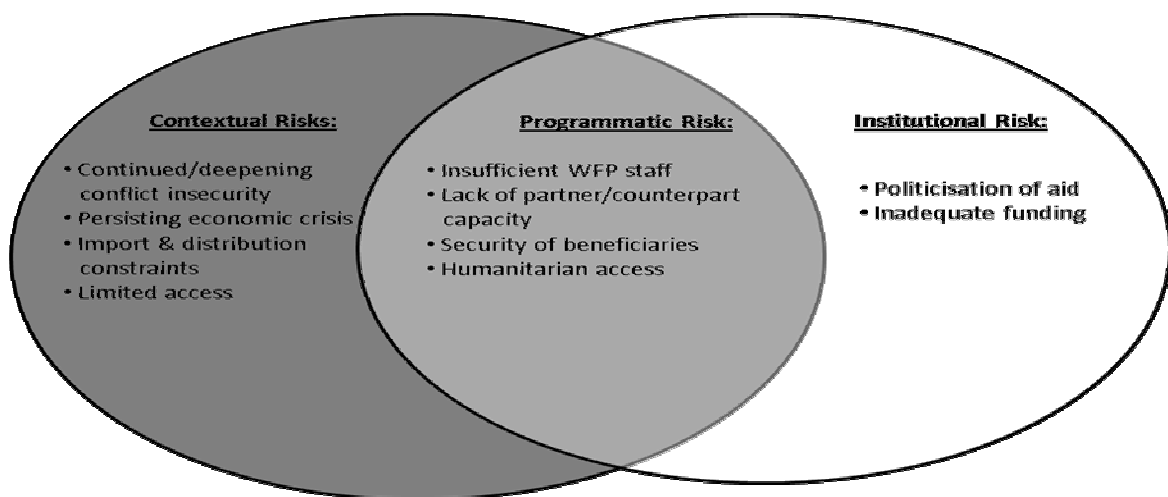
Egypt:

31. The revision will continue and complete activities for returnees, with the following detail changes:

- Following the delayed delivery of some commodities, the start date of this activity is revised to May and the FFT activities are to continue for an additional two months (through October 2011) to allow the completion of planned training sessions and associated distributions. Food requirements are reduced by 345 mt.
- For third-country nationals and returning migrant workers at the Salloum border crossing, food and ODOC requirements for the cooked meals and fortified snacks distributed are adjusted in line with the actual resources used.

Risk Assessment

32. The EMOP is subject to a number of contextual, programmatic and institutional risks for which some mitigation measures have been taken. The main risks identified are presented in the graph below.



Contextual risks:

33. An increase in the conflict could generate increased displacement (of local and third country national populations) both within Libya and to neighbouring countries. This in turn could overwhelm the capacities of host families/communities and of camps in Libya, Tunisia and Egypt as well as the humanitarian response mechanism (the latter concern is partly due to the current ceiling on United Nations staff inside eastern Libya and the lack of a permanent United Nations presence in western Libya). WFP has therefore prepositioned food stocks both within Libya and in accessible border areas of the neighbouring countries. WFP and partners are also strengthening the capacity of national NGOs, which are likely to have better access in the event of an escalation of the conflict. In Tunisia, WFP is working with UNHCR, the International Committee of the Red Cross (ICRC) and NGO partners to implement an integrated approach to assist fleeing migrants, Libyan refugees and host families/communities.

¹⁵ The May-June distributions were cancelled due to the late availability of commodities

Similarly, in both Egypt and Tunisia, WFP is working to ensure strong programming links locally, including with local purchase and procurement. WFP is also supporting efforts to ensure that Sphere standards are met, both in camps and food assistance activities generally.¹⁶

34. International sanctions are limiting Libya's ability to access its assets abroad and sell oil products. This in turn inhibits the replenishment of national food stocks and the payment of salaries. Combined with control of Libyan territorial waters by the North Atlantic Treaty Organization (NATO) and increased insurance costs, these factors have meant that the PSF has had reduced stocks and an *ad hoc* approach to replenishment, despite some stabilisation and improvements. WFP and other international agencies have advocated for the rapid implementation of temporary financial solutions, the authorization by NATO of basic cargo and for the return of regular shipping lines. WFP is ready to scale-up its support to the PSF if required.
35. The problems affecting the re-supply of national food networks are also affecting Libya's ability to import water treatment chemicals, medicines and other health-related requirements. WFP is supporting the efforts of cluster partners to address these needs through SO 200261 "Logistics and Emergency Telecommunications Augmentation and Coordination in response to the crisis in Libya".

Programmatic risks:

36. WFP's programme implementation capacity is presently limited by the ceiling of six international staff¹⁷ in eastern Libya and the lack of a presence in western Libya, while the emerging local civil society has little experience of humanitarian response. WFP is therefore implementing a two-tier partnership with international NGOs, which are not subject to staffing constraints. The NGOs are helping to develop the capacity of the local Red Crescent and new diaspora organizations. A key underlying objective is to ensure that WFP's response meets corporate standards for accountability and transparency.
37. A main problem facing all agencies is providing assistance in areas of active conflict. WFP has been able to send humanitarian cargo on chartered ships to Misrata and Al Khoms. Working through various diaspora organizations, WFP is the main United Nations agency providing assistance to the Nafusa Mountains.

Institutional risks:

38. Having staff in a conflict zone is an institutional risk. However, WFP is fully compliant with all security regulations, including the minimum operating security standards (MOSS) and those governing the use of armoured vehicles and personal protection equipment. WFP informs NATO of its movements on the ground. The EMOP has utilized short-term staff, who bring valuable expertise and experience but are only available for a short duration. WFP is to make longer-term assignments for Head of Office positions in both Libya and Tunisia and is recruiting staff locally. In Egypt, WFP has a long-standing presence.
39. Despite the high international profile of the Libya crisis, resource mobilization remains a challenge. WFP has been advocating with donors for a preventive strategy aimed at: i) avoiding a large-scale food crisis by maintaining a sustainable national food supply system; ii) meeting the immediate food needs of vulnerable people in

¹⁶ The Sphere Project: Humanitarian Charter and Minimum Standards in Humanitarian Response, Third Edition 2011. Website : www.sphereproject.org

¹⁷ This number is expected to increase both for WFP activities and for support to interagency activities with the forthcoming revision of the ceiling.



Libya and those crossing the border into Tunisia and Egypt; and iii) supporting returnee households. Similarly, WFP's food security cluster co-leadership, the United Nations Flash Appeal and other advocacy activities at country office, regional bureau and headquarters levels are drawing attention to the funding requirements. WFP has also developed innovative partnerships with local and diaspora organizations in Libya and Tunisia, and private sector partnerships in Egypt, which can provide additional resources.

TABLE 2: ESTIMATED POPULATION REQUIRING IMMEDIATE FOOD ASSISTANCE BENEFICIARIES BY COUNTRY AND ACTIVITY			
Activity	Present	Increase (Decrease)	Revised Beneficiary Numbers
Libya			
General food distribution - residents, IDPs, and other vulnerable groups	750,000	(250,000)*	750,000
Blanket supplementary feeding	100,000	(50,000)	50,000
Emergency food assistance (HEBs)	150,000	-	150,000
Total number of beneficiaries Libya**	750,000	(250,000)	750,000
Tunisia			
Take-home rations- returnees package	100,000	-	100,000
Take-home rations / cash transfers - refugees package	70,000	(20,000)	50,000
Children receiving locally procured fortified biscuits	30,000	(30,000)	-
Returnees, refugees and other persons of concern at reception centre	168,000	45,000***	213,000
Total number of beneficiaries Tunisia**	338,000		363,000
Egypt			
Food for training	350,000	-	350,000
Children receiving fortified date bars	30,000	-	30,000
Returnees, refugees and other vulnerable groups at reception centre	134,500	-	134,500
Total number of beneficiaries Egypt**	484,500	-	484,500
Total			1,597,500

* This reduction will take place after October 2011 but cannot be reflected in the totals as this higher number of beneficiaries has already been reached

** The total excludes overlap among the different activities

*** At an estimate of an average 250 arrivals per day



TABLE 3: DAILY FOOD RATION/CASH TRANSFER (g or US\$ per person per day)			
Commodity Type or Cash/voucher	Libya: General Food Distribution to Residents, IDPs and other Vulnerable Groups	Tunisia: Cash Assistance (\$/person/day)	Tunisia: Assistance to Third Country Nationals and Persons of Concern at Border*
Wheat flour	67		250
Pasta	126		100
Rice	168		
Semolina			100
Pulses	67		
Vegetable oil	33		20
Sugar	28		
Tomato paste	25		
Cash transfer (US\$)**		0.49	
Total g/day	513		470
<i>Total kcal/day</i>	1,923		
% Kcal from protein	10.2		
% Kcal from fat	17.8		

*UNHCR will provide complementary food commodities

** Value calculated on the basis of the in-kind commodities and ration at retail market prices

REQUIREMENTS

40. The increase in food requirements for the extension-in-time is partly offset by the revised needs for 2011. Overall, food increases by 7,520 mt, reflecting increased requirements for Libya and decreased requirements for Tunisia and Egypt. Cash transfers increase by US\$3,132,000 for the refugee package in Tunisia. The food cost (including cash transfers) increases by US\$12.6 million. The additional and total food quantities needed for the revised EMOP are shown in Table 4.
41. The increased food requires additional associated costs (external transport, LTSH and ODOC linked to tonnage-based field-level agreements with partners) are related to the extension-in-time and the adjustment of commodity requirements.
42. The revision also covers the direct support costs (DSC) for the regional bureau to cover the support provided to this regional EMOP, including the continued WFP



obligations as food security co-lead under the cluster system.¹⁸ Increased security-related costs include the provision of additional armoured vehicles.

TABLE 4: Food and cash requirements for regional EMOP 200257 by country

Activity	Commodity/ Cash	Current	Increase/ Decrease	Revised
Libya				
General Food Distribution - Residents, IDPs, and other Vulnerable groups	Commodity	69,454	11,418	80,872
Blanket Supplementary Feeding	Commodity	426	- 213	213
Emergency Food Assistance	Commodity	150	-	150
Food requirement for Libya	Commodity	70,030	11,205	81,235
Tunisia				
Take home Rations- Returnees Package	Commodity	4,982	-2,720	2,262
Take home Rations - Refugees Package	Commodity	3,106	-565	2,541
Cash Assistance - Refugees Package	Cash (US\$)	1,278,000	3,132,000	4,410,000
Children receiving locally procured fortified biscuits	Commodity	288	-288	-
Returnees, Refugees and other Persons of Concern at reception centre	Commodity	331	233	564
Food requirement for Tunisia	Commodity	8,707	-3,340	5,367
Cash requirement for Tunisia	Cash (US\$)	1,278,000	3,132,000	4,410,000
Egypt				
Food for Training	Commodity	7,420	-257	7,163
Children receiving Fortified Date Bars	Commodity	145	- 5	140
Returning migrants travel package	Commodity	29	-29	-
Returnees, refugees and other vulnerable groups at reception centre	Commodity	54	-54	-
Food requirement for Egypt	Commodity	7,648	-345	7,303
Total food requirements (mt)	Commodity	86,385	7,520	93,905
Total cash requirements (US\$)	Cash (US\$)	1,278,000	3,132,000	4,410,000

¹⁸ The humanitarian cluster system for the North Africa crisis was established on 6 April 2011, the first Food Security Cluster since this new global cluster was formally included as part of the system by the Inter-Agency Standing Committee (IASC). Under the cluster arrangements, WFP and the Food and Agriculture Organization of the United Nations (FAO) have formal obligations, including provision of an information manager and a cluster chairperson at field level. These staff positions were included into the EMOP through budget revision number 2, and are now being extended through February 2011, in line with the extension-in-time for the EMOP and the United Nations flash appeal. The overall value of the food security cluster and related assessments is US\$757,000.

RECOMMENDATION

The proposed six-month extension-in-time and the additional commitment in food and cash transfers resulting in a budget increase of US\$20.8 million for EMOP 200257 is recommended for approval by the Executive Director and the Director-General.

Approved by:

Josette Sheeran
Executive Director
United Nations World Food Programme

Date:

Jacques Diouf
Director-General,
Food and Agricultural Organization of
the United Nations

Date:

ANNEX I-A

BUDGET INCREASE COST BREAKDOWN			
Food	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	921	1,343,254	
Pulses	4,548	5,435,100	
Oil and fats	1,442	3,033,552	
Mixed and blended food	-637	-1,392,989	
Others	1,246	1,029,344	
Total food	7,520	9,448,261	
Cash transfers		3,132,000	
Voucher transfers		-	
Subtotal food and cash/voucher transfers			12,580,260
External transport			1,559,079
Landside transport, storage and handling			1,066,096
Other direct operational costs			-1,296,200
Direct support costs (see Annex I-B)			5,566,138
Total WFP direct costs			19,475,373
Indirect support costs (7.0 percent)			1,363,277
TOTAL WFP COSTS			20,838,651

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Food Related DSC increase	
Staff and staff-related costs	
International professional staff	1,814,399
International general service staff	
Local staff - national officers	187,176
Local staff - general service	84,373
Local staff - temporary assistance	765,281
Local staff - overtime	103,000
Hazard pay and hardship allowance	281,943
International consultants	92,881
Local consultants	
United Nations volunteers	
Commercial consultancy services	
Staff duty travel	986,722
Subtotal	4,315,775
Recurring expenses	
Rental of facility	62,602
Utilities	11,252
Office supplies and other consumables	31,692
Communications services	149,373
Equipment repair and maintenance	2,200
Vehicle running costs and maintenance	42,455
Office set-up and repairs	-30,000
United Nations organization services	-15,000
Subtotal	254,574
Equipment and capital costs	
Vehicle leasing	99,450
Communications equipment	481,339
Local security costs	415,000
Subtotal	995,789
TOTAL DIRECT SUPPORT COSTS	5,566,138

DSC related to Price Stabilization Fund for Libya (annex I-B continued)	
Staff and staff-related costs	
International professional staff	228,213
Hazard pay and hardship allowance	21,980
Staff duty travel	75,360
Subtotal	325,553
Recurring expenses	
Rental of facility	1,936
Utilities	304
Office supplies and other consumables	255
Communications services	2,152
Equipment repair and maintenance	197
Vehicle running costs and maintenance	2,014
Subtotal	6,858
Equipment and capital costs	
Vehicle leasing	5,100
Communications equipment	25,542
Local security costs	-
Subtotal	30,642
TOTAL DIRECT SUPPORT COSTS	363,053

DSC related to Food Cluster and Assessment	
Staff and staff-related costs	
International professional staff	167,283
Hazard pay and hardship allowance	12,240
International consultants	-
Commercial consultancy services	-
Staff duty travel	115,317
Subtotal	294,840
Recurring expenses	
Communications services	12,000
Subtotal	12,000
Equipment and capital costs	
Communications equipment	-
Local security costs	5,000
Subtotal	5,000
TOTAL DIRECT SUPPORT COSTS	311,840



ANNEX II – SUMMARY OF LOGICAL FRAMEWORK: NORTH AFRICA REGIONAL EMOP 200257

Results-Chain	Performance Measures	Risks & Assumptions
Strategic Objective 1: “Save lives and protect livelihoods in emergencies”		
Outcome 1.1 Improved food consumption over assistance period for targeted emergency-affected populations (by intervention country)	<ul style="list-style-type: none"> ➤ Households with acceptable Food Consumption Score exceed 80% of targeted population. 	<ul style="list-style-type: none"> ➤ Security enables or constrains access ➤ Timely funding by donors ➤ Sufficient supply of food and supplementary commodities ➤ Selection/targeting criteria adhered to by cooperating partners ➤ Sufficient WFP capacity to collect and analyze data
Output 1.1 Distribution of food/cash and non-food items in sufficient quantity and quality to targeted population under secure conditions (by intervention country)	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food assistance and/or cash as percentage of planned, by modality of delivery and food type ➤ Tonnage of food distributed as percentage of planned, by type ➤ Quantity of supplementary foods distributed as percent of planned, by type ➤ Amount of money delivered to beneficiaries as cash benefit, as percentage of planned 	<ul style="list-style-type: none"> ➤ Security enables or constrains access and implementation capacity ➤ Sufficient implementing partner capacity available ➤ Sufficient and timely supply of food and supplementary commodities <i>or</i> ➤ Sufficient and timely supply of cash to beneficiaries ➤ Post office technical systems secure and not open to attack ➤ Adequate access to requisite fuel supply
Output 1.2 Developed, built or restored livelihood assets by targeted individuals (by intervention country)	<ul style="list-style-type: none"> ➤ Number of women and men trained in livelihood-support thematic areas 	<ul style="list-style-type: none"> ➤ Timely funding by donors ➤ Sufficient implementing partner capacity ➤ Sufficient and timely supply of food ➤ Willingness of target population to participate / WFP incentive attracts and retains individuals in training programme



Strategic Objective 5: “Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase”		
Outcome 5.1 Progress made towards nationally-owned hunger solutions in Libya	<ul style="list-style-type: none"> ➤ Strategy developed and implemented: public food distribution system functional in eastern and western Libya 	<ul style="list-style-type: none"> ➤ Security enables or constrains access and hence operational capacity ➤ Timely funding by donors ➤ Adequate access to food markets available, and not precluded by import barriers ➤ Sufficient national capacity and government willingness
Output 5.1 Capacity and awareness developed through WFP-organised actions/training in Libya	<ul style="list-style-type: none"> ➤ Number of people trained in: food management, supply-chain management, market analysis, information management and international/regional tendering processes, disaggregated by gender and category 	<ul style="list-style-type: none"> ➤ Security enables or constrains access and hence operational capacity ➤ Timely funding by donors ➤ Sufficient national capacity and government willingness



ANNEX III - LIST OF ACRONYMS USED IN THE DOCUMENT

DSC	direct support costs
EMOP	emergency operation
ETC	Emergency Telecommunications Cluster
FAO	Food and Agriculture Organization of the United Nations
FFT	food-for-training
FLA	field-level agreement
GFD	general food distribution
HEB	high-energy biscuits
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IOM	International Organization for Migration
ISC	indirect support costs
IRC	International Rescue Committee
LRC	Libyan Red Crescent
LTSH	landside transport, storage and handling
NTC	National Transitional Council
OCHA	Office for the Coordination of Humanitarian Affairs (United Nations)
ODOC	other direct operational costs
PSF	Price Stabilization Fund
RUSF	ready-to-use supplementary food
SO	special operation
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNFPA	United Nations Population Fund
UNHAS	United Nations Humanitarian Air Service
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMAS	United Nations Mine Action Service
WFP	United Nations World Food Programme



ANNEX IV – MAP

