
**Emergency Operation North Africa Regional
(Regional EMOP, Number 200257)
“Food assistance to vulnerable populations affected by conflict”**

COUNTRIES: LIBYA, TUNISIA, AND EGYPT EMOP 200257	
Number of beneficiaries	1,060,000
Duration of project	March - May 2011
Food tonnage	35,166 mt
Cost (United States dollars)	
WFP food cost	25,221,750
Total cost to WFP	39,242,964

EXECUTIVE SUMMARY

1. North Africa is faced with a challenging transitional time. Following the revolutions in Tunisia and Egypt, a humanitarian crisis has been precipitated by the uprising in Libya.
2. **Libya** is undergoing an unprecedented level of political upheaval and violence since demonstrations began on 17 February. Reports from Libya indicate food shortages, empty stores and long queues at bakeries. The food supply chain is reported to have been severely disrupted, with most ports officially closed for several days. The unrest is threatening the food security of the most vulnerable and food-insecure people. In addition, people arriving at the border areas of Egypt and Tunisia indicated little access to food for extended periods of their travel time. The current outlook for Libya - with an expected effect on its neighbouring states, especially Egypt and Tunisia - is that the humanitarian situation is expected to deteriorate rapidly, with a potential collapse of the food supply system unless there is major and urgent external support.
3. As a result of the Libyan crisis, an estimated 90,000 people have crossed the Tunisian-Libyan border. Of those crossing, the majority are Egyptian nationals, and the remainder are mostly Tunisians returning to their home country. Reports indicate that thousands of people are still stranded on the Libyan side of the border. Those who remain in the border area are receiving support which needs to be expanded and sustained. The rest are reported to have returned to their home towns which are mostly located in the poorest area of Tunisia, the north-east.
4. In parallel, arrivals at the Libyan-Egyptian border total around 80,000, of whom around 60,000 are Egyptian. Most of the returnees are low-skilled labourers who originated from Upper Egypt, where WFP currently has ongoing programme activities.

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5. In addition to the influx of refugees and the returnees to **Egypt** and **Tunisia**, both countries are dealing with the aftermath of their own internal turbulences and the resulting dramatic changes. The recent turmoil has seriously affected the Tunisian and the Egyptian economies, threatening the livelihoods and the food security of many vulnerable Tunisians and Egyptians who earn a meagre living on a day-to-day basis. The food safety nets in those two countries will need urgent support as well.
 6. There is an urgent need to extend immediate support to the vulnerable and food-insecure people in Libya, and to bolster the fragile situations in Tunisia and Egypt that are exacerbated by the additional social and economic burdens of the returnees and the refugees who have been affected by the ongoing events in Libya.
 7. In response to the crisis in Libya, WFP plans to initially support around one million people of the most vulnerable populations in Libya, Tunisia and Egypt for a period of three months to address their food consumption gaps. However, recent reports indicate that there may be 2.7 million or more vulnerable and food-insecure people across the three countries as a result of the recent developments, if other factors de-stabilising food security and all affected groups are considered. Therefore, WFP will proceed as soon as the situation allows with in-depth food security assessments to inform future operations.
 8. WFP intends to initially target a vulnerable population in Libya of some 600,000 people with general food distributions and other types of food and nutrition transfers in order to ensure their food security. Selection of beneficiaries will be done in consultation with partners and local community committees, while identifying those most vulnerable to food shortages and insecurity. The longer the current conflict situation continues in the country, the more likely would be an increase in vulnerability and assistance required.
 9. The Government of Tunisia has estimated an additional one million people to the category of vulnerable and food-insecure people due to the impact of the Libyan crisis and as a result of the internal economic deterioration. In response to a request made by the Government of Tunisia, WFP intends to identify and support vulnerable people returning to Tunisia or transiting through Tunisia.¹ The family rations, supplementary nutritious food, such as high-energy biscuits for children, and meals at the reception centre will reach a total of 280,000 individuals in Tunisia. Similarly, WFP is proposing to provide support packages to vulnerable Egyptian returnees who will return to their home areas in Upper Egypt and their families. With the addition of nutritious, fortified date bars for children, the packages will reach a total of 180,000 people in Egypt.
 10. WFP's Regional Immediate Response allocation for Special Preparedness in North Africa was immediately approved after the instability started so that WFP's preparations and contingency planning activities could be urgently undertaken. The activities have been and will continue to include rapid assessments in locations within Egypt and Tunisia on the border with Libya, as well as within Libya where the situation allows. Assessment and logistics teams have already been deployed to border areas of Tunisia and Egypt and most recently inside Libya. Timely and accurate information is to be gathered on the food security situation, potential partnerships, logistical capacity and establishment of new offices. A WFP immediate response emergency operation (IR-EMOP) in Tunisia was also approved to provide initial assistance to some 50,000 conflict-affected, food-insecure people crossing the border into Tunisia with 80 mt of high-energy biscuits. Another IR-EMOP in Libya was approved to provide immediate support to 20,000 of the most conflict-affected and food-insecure people in eastern Libya, in view of the expectation for

¹ The average household is estimated to be 5 family members.

accessibility in this area. A ship carrying WFP cargo has been diverted and loans are being made from existing stocks in the region to enable an immediate response to the crisis in Libya.

11. The proposed Regional Emergency Operation (EMOP) will address WFP Strategic Objective 1: “Save lives and protect livelihoods in emergencies”, specifically to save lives in emergencies, reduce food insecurity and stabilize the nutritional status of residents, IDPs, returnees, refugees and other vulnerable groups.
12. This EMOP has been prepared for a period of three months, to ensure prompt activation and start-up of adequate WFP assistance. The requirements will be continuously reassessed and the EMOP document and its budget will be adjusted in line with developments and evolving humanitarian needs.

SITUATION ANALYSIS AND SCENARIOS

The overall context

13. **Libya** is undergoing an unprecedented level of political upheaval and violence since demonstrations began on 17 February. Reports from Libya have indicated food shortages, empty stores and long queues at bakeries. The food supply chain is reported to have been severely disrupted. The unrest is threatening the food security of the most vulnerable and food-insecure people in the country. In addition, people arriving at the border areas of Egypt and Tunisia indicated little access to food for extended periods of their travel time. The current outlook for Libya - with an expected effect on its neighbouring states, especially Egypt and Tunisia - is that the humanitarian situation is expected to deteriorate rapidly, with a potential collapse of the food supply system unless there is major and urgent external support. The number of people fleeing fighting in Libya into neighbouring Tunisia is increasing by the hour and has already passed 90,000 people while 80,000 people have crossed into Egypt. They are receiving support but require urgent significant additional assistance to avoid a serious humanitarian crisis.
14. Furthermore, in addition to the influx of refugees and the returnees to **Egypt** and **Tunisia**, both of these countries are dealing with the aftermath of their own internal turbulence and the dramatic changes that these countries are experiencing. The recent turmoil has affected the Tunisian and the Egyptian economies, threatening the livelihoods and the food security of many vulnerable Tunisians and Egyptians who earn a meager living on a day-to-day basis. It will be very important to support the national food safety net programmes in Egypt and Tunisia at this fragile time, to help accommodate those fleeing Libya and to avoid a food security crisis for the affected populations.

Security

15. The security situation in Libya is still unstable due to ongoing attacks. While several parts of Libya have fallen to the opposition, Tripoli remains under government control, with fierce fighting and blockades stopping all movement either into or out of the city.
16. With regards to the east of the country, which is several hours away from Tripoli by road, the security situation has eased and a United Nations joint assessment mission has been deployed to visit Benghazi and surrounding areas on the 2nd March, to assess the situation

there. The situation is reportedly calm as local administrations are ensuring safety and provision of basic services.

17. The unrest in the region has affected the security levels in each of the three countries as well as regionally (where United Nations Security Level 3 mostly remains in place).

Social/Economic Situation

18. Due to a combination of large oil revenues and a relatively small population of approximately 6.5 million,² it is reported that Libya has one of the highest gross domestic products (GDPs) per capita in Africa, standing at some US\$ 17,000.³ The latest United Nations Development Programme (UNDP) Human Development Report (HDR) indicates that Libya's Humanitarian Development Index (HDI)⁴ stands at 0.755 with an overall ranking of 53rd among 169 countries and above the regional average against UNDP's composite HDI of 2009.
19. On the other hand, economic troubles include the highest regional unemployment rate of 21 percent, as indicated in the government's census figures in 2009.⁵ Furthermore, there are reports that some two-thirds of the Libyan people are living on less than US\$2 per day.
20. The social and economic situations in Tunisia and Egypt have also suffered as a result of almost a complete halt in their economies during their own uprisings. Up until the revolution, Tunisia was perceived as a thriving and leading African economy with activities ranging from tourism to agriculture to manufacturing and oil. Tunisia's GDP per capita, US\$8,500,⁶ is one of the highest in Africa and the Middle East. Yet, early reports indicate that since the revolution, Tunisia's economy has suffered hundreds of millions of dollars of damage, and credit rating agencies have lowered Tunisia's score due to political uncertainty. Egypt has similar problems, where the revolution cost the economy around one billion United States dollars in the first week alone. Heavy losses were incurred in the manufacturing, construction and tourism sectors, according to a government statistics agency.⁷

*Geographic areas/population groups*⁸

21. Libya has one of the strongest tribal systems in the Arab world, playing a strong role in society. In terms of ethnicity, most Libyans are Arabs and Berbers, with 3 percent consisting of Tuareg, Hausa and Tebu tribes residing in south of Libya. There are also more than one million legal and illegal foreign nationals, mainly other north Africans and sub-Saharan Africans.

² UN DESA (2009d). "World Population Prospects: The 2008 Revision". New York: Department for Economic and Social Affairs.

³ International Monetary Fund (IMF) 2010.

⁴ The Human Development Index (HDI) is a summary composite index that measures a country's average achievements in three basic aspects of human development: health, knowledge, and income. The HDI sets a minimum and a maximum for each dimension and then shows where each country stands in relation to these, expressed as a value between 0 and 1. <http://hdrstats.undp.org/en/countries/profiles/LBY.html>

⁵ <http://af.reuters.com/article/investingNews/idAFJJOE52106820090302>

⁶ International Monetary Fund (IMF) 2010.

⁷ The Central Agency for Public Mobilisation and Statistics (CAPMAS) conducted an official evaluation of the losses from January 28 to February 5 during the protests on the main sectors, including tourist cancellations and salary reductions in the tourism sector, Cairo, Alexandria, Suez Canal zone cities, and 10 of Ramadan city.

⁸ <http://en.wikipedia.org/wiki/Libya>

22. Both Tunisia and Egypt have bigger populations than Libya: 10.4 million⁹ and 80 million people respectively. The latest HDR for Tunisia indicates that the HDI¹⁰ stands at 0.683 with an overall ranking of 81st among 169 countries and also above the regional average against UNDP's composite HDI of 2009. Between 1980 and 2010 Egypt's HDI rose by 1.5 percent annually from 0.393 to 0.620 today, which gives the country a rank of 101 out of 169 countries with comparable data. The HDI of Arab States as a region increased from 0.398 in 1980 to 0.590 today, placing both Tunisia and Egypt above the regional average.

The food security and nutrition situation

23. Most countries in the north Africa region are net cereal importing countries, so the increasing food prices in addition to the unrest presents the region a serious concern. Access into Libya has just been made possible in early March and food security assessments will be conducted as soon as possible.

24. Libya relies heavily on imports to meet its food requirements, as only 1.7 percent of the land is arable. Despite large state investment in the agricultural sector to encourage self-sufficiency, Libya still has to import approximately 75 percent of its food.¹¹ The country produces negligible quantities of wheat, barley, olives, citrus and vegetables, not enough to meet the national requirements. The economy is highly dependent on the revenues from the oil sector, which is paralyzed by the ongoing conflict. Many household incomes are being affected, especially as many Libyans work within the oil and oil-services industry or are public servants whose salaries are paid using funds from oil revenues.

25. The National Supply Company (NASCO) is responsible for the public food distribution system in Libya. In the past, it provided subsidized staple commodities (including wheat flour, sugar and other basic commodities) and also some vegetables, ghee and oil in distribution cooperatives located across the country. In recent years, the system has been phased down and restricted to retail outlets operated by licensed private businesses providing only the subsidized staple commodities. Since the start of the conflict, the food supply chain is reported to be severely disrupted, with most ports having been officially closed for several days. Benghazi port is currently only receiving small humanitarian shipments. Thus the food in-country is being consumed with no replenishment.

26. A main trigger of the revolution in Tunisia and Egypt was the dramatic increase in the price of food, which was perceived as a threat to the people's food security situation. At this stage, basic data provided by the Government of Tunisia and a preliminary assessment mission indicate that the people in the remote areas in the north-west region are the most affected by the decline in the economy and are now additionally burdened by the greatest number of returnees from Libya. Similarly, in Egypt, 80 percent of the poor and extremely poor live in rural areas,¹² mostly in Upper Egypt, the home to the majority of the returnees from Libya.

Scenarios

⁹ UN DESA (2009d). "World Population Prospects: The 2008 Revision". New York: Department for Economic and Social Affairs.

¹⁰ <http://hdrstats.undp.org/en/countries/profiles/TUN.html>

¹¹ Business Intelligence-Middle East's Libya – Food and Fast-moving Consumer Goods (FMCG) Report. Libya's oil profits go toward increasing food imports for its growing population. Italy is by far Libya's largest source of imports (about 25% in 2004), with Germany second at 19%. <http://www.bi-me.com/main.php?id=87&t=1>

¹² IFAD. 2008. *Rural Poverty in the Project Area*.

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27. Although there are various challenges considering the ongoing trends, uncertainties and obstacles of the current crisis in Libya, the expected scenario is for growing humanitarian needs inside Libya and for returning Egyptian/Tunisian nationals, Libyan refugees and other nationalities fleeing the fighting. Most people leaving Libya will be received in Egypt and Tunisia, where the governments are coping with the effect of their own recent turmoil.
 28. WFP estimates that a vulnerable population of around one million people – 600,000 in Libya, 280,000 in Tunisia and 180,000 in Egypt - cannot meet their food requirements already. This would necessitate general food distributions and other types of food transfers in order meet immediate food needs and ensuring the food security of conflict-affected people in Libya, those fleeing the country and their families. The longer the current conflict continues in Libya, the more likely the increase in vulnerability and assistance required.
 29. In response to the Libyan crisis, WFP plans to initially support 1,060,000 people in Libya, Tunisia and Egypt for a period of three months to address food consumption gaps. However, recent reports indicate that the total number of vulnerable and food-insecure-people across the three countries as a result of the conflict could be as high as 2.7 million people, if all factors de-stabilising food security and if all affected groups in the three countries are considered. Therefore, WFP will proceed as soon as the situation allows with in-depth food security assessments to inform future implementation, and will adjust food assistance plans accordingly with other sectoral plans.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENTS AND OTHERS

Policies, capacities and actions of the Governments

30. ***Libya:*** The Government of Libya has not officially requested humanitarian assistance. Reports received suggest that only individual trucks carrying some relief items are entering the country through the eastern part of the country, through stakeholders in the eastern part of Libya.
31. ***Egypt:*** The border crossing is managed by the Egyptian authorities. The Office of the United Nations High Commissioner for Refugees (UNHCR) reports that the number of people crossing into Egypt since the beginning of the crisis is around 80,000. These are primarily Egyptian migrant workers transiting through the border to other destinations within Egypt.
32. ***Tunisia:*** Recent UNHCR reports indicate that since the beginning of the Libya crisis, the number of people crossing the border into Tunisia has reached over 90,000 people including Tunisians, Egyptians and other nationalities. The majority of those entering are Tunisian migrant workers transiting through the border to other locations in Tunisia. The Ministry of Health (MoH) has set up camps for people temporarily staying in border areas. The MoH officially requested the United Nations Country Team and WFP on 25 February for support with relief items and logistics support for a joint World Health Organization (WHO) and MoH mission to assess medical and logistical needs at the border area. Urgent additional assistance is required to avoid a further deterioration of humanitarian conditions.

Policies, capacities and actions of other major actors

33. **Libya:** Given the fluidity of the situation in Libya, three international humanitarian organizations carried out missions into Benghazi to deliver medical supplies. In addition, during a United Nations assessment mission, the Egyptian authorities and the stakeholders in eastern Libya have negotiated and facilitated the establishment of a humanitarian corridor at the Salloum border. A United Nations mission (including WFP members) has entered eastern Libya from Egypt on 2 March 2011 to assess the humanitarian situation and meet with the local humanitarian actors there.
34. **Egypt:** The Egyptian Red Crescent is leading humanitarian efforts at the border crossing in Salloum between Libya and Egypt, having set up camps, medical assistance and small-scale food rations. An inter-agency assessment mission comprised of WFP, UNHCR, United Nations Children's Fund (UNICEF), the International Organization for Migration (IOM), WHO, and the Office for the Coordination of Humanitarian Affairs (OCHA) visited Salloum 25-27 February. The activities included discussions with local authorities and site visits in Marsa Matruh, the capital of the governorate, and Salloum. The border crossing was found to be well organized, with small quantities of humanitarian assistance entering Libya. On 24 February an official request was presented to the Government of Egypt's Ministry of Foreign Affairs (MoFA) in Egypt to explore the possibility of establishing a Humanitarian Coordination Hub in Salloum. MoFA has acknowledged receipt of the request and a written response is expected. WFP has also initiated contacts with the Libyan Red Crescent society, which is coordinating humanitarian assistance within Libya, as well as some other community-based humanitarian initiatives.
35. **Tunisia:** As the lead agency for the coordination of United Nations activities in the border areas, UNHCR has deployed two teams to the Ras Adjir border to coordinate efforts with Tunisia Red Crescent. WFP is working closely with UNHCR and is providing logistics support, as well as deploying food assistance for those in need.

Coordination

36. Many United Nations organizations, including WHO, UNDP and WFP, have a regional presence in Egypt responsible for the three countries. Many other organizations also have regional offices in Egypt covering all three countries. For Egypt itself, the United Nations Country Team, non-government organizations (NGOs) and donors coordinate humanitarian work and longer-term programmes through various structures and mechanisms which include government participation.
37. Most United Nations agencies are established in Tunisia and Libya, but operate at a relatively small scale and are development-focused. The United Nations agencies in Libya have evacuated all international staff out of the country. The existing United Nations Country Teams will need to scale-up and shift their operational focus in both countries to ensure that appropriate coordination can take place.
38. An informal regional coordination mechanism for a potential response to the ongoing conflict in Libya has been established through the Libya Crisis Network. This forum was activated to facilitate the exchange of information between humanitarian partners based in Libya, Egypt and Tunisia and to coordinate their humanitarian efforts. The network

includes the Inter-Agency Standing Committee (IASC) partner agencies' regional offices, and key humanitarian agencies in the three countries.

OBJECTIVES OF WFP ASSISTANCE

39. The objectives of this three-month EMOP are in accordance with the priorities identified by assessments conducted by the United Nations and partners. WFP's Strategic Objective for this EMOP is to save lives and protect livelihoods. The overarching goals are to (i) save lives in emergencies and reduce acute malnutrition caused by shocks below emergency levels and (ii) to reach refugees IDPs and communities whose food and nutrition security had been adversely affected by shocks. The operation will assist conflict-affected or vulnerable populations in Libya, Tunisia and Egypt, and help reintegrate Tunisian and Egyptian returnees back into their already vulnerable communities. The specific objectives of the EMOP are to:

- To save lives in emergencies, reduce food insecurity and stabilize nutrition status of residents, IDPs, returnees, refugees and other vulnerable groups.
- To protect the livelihoods of vulnerable populations affected by emergencies and conflict.

The EMOP will contribute mainly to Millennium Development Goals 1 "Eradicate extreme poverty and hunger" and 4 "Reduce child mortality."

BENEFICIARIES AND TARGETING

40. Table 1 below summarizes the number and sex of the targeted populations by activity type and country.

Table 1: Estimated Population Requiring Immediate Food Assistance Beneficiaries by Activity, Country and Sex			
Activity	Male	Female	Total
Libya			
General Food Distribution - Residents, IDPs, and other Vulnerable groups	250,000	250,000	500,000
Blanket Supplementary Feeding	50,000	50,000	100,000
Tunisia			
Take home Rations- Returnees Package	75,000	75,000	150,000
Children receiving locally procured fortified biscuits	15,000	15,000	30,000
Returnees, Refugees and other Vulnerable groups at reception centre*	70,000	30,000	100,000
Egypt			
Take home Rations- Returnees Package	75,000	75,000	150,000
Children receiving Fortified Date Bars	15,000	15,000	30,000
Total	550,000	510,000	1,060,000

*The calculation of 70 percent male to 30 percent female is projected from arrivals thus far. This component is managed by WFP cooperating partner, the Tunisian Red Crescent (TRC) based on the recently signed field-level agreement FLA which stipulates that the TRC will provide cooked meals to those crossing the Libyan-Tunisian border.

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41. In response to the crisis in Libya, WFP plans to initially support just over one million people of the most vulnerable populations in Libya, Tunisia and Egypt for a period of three months to address food consumption gaps. WFP has identified these core beneficiaries, comprising of 600,000 in Libya, plus 460,000 people who have crossed the Libyan borders into Tunisia and Egypt. However, WFP is also assessing at the wider impact of the movement of people out of Libya and back to their homes in poor regions, such as Upper Egypt and north-west Tunisia. Their return will put further pressure on household budgets, especially as many people fleeing Libya have lost their jobs and are no longer able to send remittances to support households. Taking into account this broader regional impact and the additional food needs of households that are accommodating returnees from Libya, the total number of people that may need food assistance could be as high as 2.7 million.
 42. The beneficiary targets by food assistance intervention and country are based on the best-available preliminary assumptions. Once the access is improved within Libya, food security assessments will be carried out, monitoring capacities will be introduced, and the analysis for the selection of interventions and beneficiaries will be modified to enable better planning and implementation.
 43. In Libya, WFP intends to initially target a vulnerable population of some 500,000 people with general food distributions (GFD) and some 100,000 children under 3 will benefit from blanket supplementary feeding using enriched rations of Plumpy'doz®, which aims to prevent child malnutrition. Selection of beneficiaries will be in consultation with partners and local community committees, identifying those most vulnerable to food shortages and insecurity. Nutritional activities will target those most at risk of malnutrition.
 44. The most vulnerable Egyptian and Tunisian returnees and their families will receive a family take-home ration (THR) to help address the increased vulnerability and food insecurity as a result of lost livelihoods, some 150,000 people in each of the countries, or 300,000 beneficiaries in total. In addition, 30,000 children in Egypt among the families of the returnees will receive fortified date bars, while 30,000 children in Tunisia will be provided with locally procured biscuits. A similar beneficiary selection process will be applied.
 45. In coordination with the Tunisian Red Crescent, a WFP cooperating partner, transit rations (mostly cooked meals) will be provided to up to 100,000 migrants workers and Libyan refugees upon arrival in Tunisia before their potential onward travel for an average period of 15 days per person.

NUTRITIONAL CONSIDERATIONS AND RATIONS

46. Libyans eat a similar diet to other north African countries, which includes bread, rice, pasta, barley, beans, vegetable oil and sugar - most of which is included as a part of the basic general food distribution ration. It is not envisioned that food preparation will be a constraint at the household level because safe water, fuel and cooking utensils are widely available.
47. The transfer modalities will initially include unconditional transfers, namely: general food distribution and blanket supplementary feeding. The commodity choices in the rations were designed based on those used in the WFP operations in Algeria and Egypt, namely

wheat flour, lentils, vegetable oil, and sugar, and this is expected to take into account the food preference of the beneficiaries.

48. Blanket supplementary feeding (BSF) uses the ready-to-eat supplementary food (RUSF) Plumpy'doz[®], a highly fortified mix, and will be used to address moderately malnourished children under 3. Alternative locally- or regionally-produced RUSF will be considered as soon as the situation allows.
49. The Tunisian Red Crescent, WFP's cooperating partner, will provide cooked meals and possibly other transit rations to an estimated 100,000 people who cross the border into Tunisia.
50. A family take-home package will be provided to Tunisian returnees who reside in the most vulnerable and food insecure areas and whose families have been affected by the economic downturn as a result of the recent events. The family ration is composed of wheat flour and vegetable oil. For the children in these families, children will receive locally procured fortified biscuits.
51. Similarly, a family take-home package will be provided to Egyptian returnees who reside in Upper Egypt, composed of rice and vegetable oil. For the children in these families, children will receive fortified date bars.

Table 2: Daily Food Ration/Transfer by Activity (g/person/day and kcal/person/day)

Commodity	GFD – Libya	BSF – Libya	THR- Tunisia	Children -Tunisia	THR- Egypt	Children -Egypt
Cereal (wheat flour)	419		333			
Cereal (rice)					300	
Pulses (lentils)	67					
Oil (vegetable)	33		20		20	
Sugar	28					
Plumpy'doz [®]		46				
Fortified date bars						80
High-energy biscuits				80		80
<i>Total – g/person/day</i>	<i>547</i>	<i>46</i>	<i>353</i>	<i>80</i>	<i>320</i>	<i>80</i>
<i>Total – kcal/day</i>	<i>2,097</i>	<i>245</i>	<i>1,343</i>	<i>360</i>	<i>1,257</i>	<i>360</i>

Table 3: Total Food Requirements by Activity (mt)

Commodity Type	GFD – Libya	BSF – Libya	THR- Tunisia	Children- Tunisia	THR- Egypt	Children- Egypt	Total (mt)
Cereal (wheat flour)	19,274		4,500				23,774
Cereal (rice)					2,700		2,700
Pulses (lentils)	3,082						3,082
Oil (vegetable)	1,518		270		180		1,968
Sugar	1,288						1,288
Plumpy' doz®		426					4,26
Fortified date bars						1,296	1,296
High-energy biscuits				632			632
Total	25,162	426	4,770	632	2,880	1,296	35,166

IMPLEMENTATION ARRANGEMENTS

52. WFP is currently present in Egypt where the organization is currently operating a country programme. In Libya, WFP has small-scale offices to manage a WFP special operation: a logistics corridor to support WFP operations in Sudan and Chad. Most WFP national staff from that activity can now be relied on to assist the start-up of humanitarian activities in Libya. WFP has had no presence in Tunisia since the successful handover of development projects to the Government in the late-1990s. WFP will therefore need to establish presence, start new offices in Tunisia and Libya and put in place the necessary staffing structure to ensure that organizational capacity is sufficient to implement the new interventions.
53. In Libya, WFP will coordinate closely with the authorities and credible partners including the Libyan Red Crescent, and national non-government organizations (NGOs) for distribution of food. It is expected that implementation within Libya will take place in a phased manner, as different areas receive security-clearance and thus become accessible. Collaborative arrangements will be elaborated in field-level agreements (FLAs) signed by WFP and the partners. The distribution modality and the reporting guidelines and templates are mutually agreed through a negotiation process prior to the first delivery of food assistance. Preparations will also be made to ensure that WFP can implement direct general food distributions in cooperation with local authorities and community-based associations if no other partners with sufficient capacity are found.
54. In Tunisia, implementation will be carried out with local partners, mainly the Tunisian Red Crescent, which has signed a FLA with WFP. Other partners include UNHCR and national partners such as the Ministry of Social Affairs and the Ministry of Agriculture.

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55. In Egypt, returnees and their families will be absorbed in the current implementation modalities to provide immediate support and help reintegrate the returnees back into what are mostly vulnerable and food-insecure areas, in cooperation with the relevant government ministries.

Food Assistance Strategy

56. In Libya, general food distributions will be unconditional direct transfers of dry rations while blanket supplementary feeding will employ ready-to-use rations of Plumpy'doz[®]. In Tunisia, rations of cooked or ready meals to transiting migrant workers and Libyan refugees will be provided before their potential onward travel. The ease of distribution and transport makes these transit rations ideal in this context. In Tunisia and Egypt, take-home dry rations will be provided to the vulnerable returning migrant workers, together with pre-packaged fortified foods for children.
57. Cash and vouchers transfers may be introduced if food supplies become more stable. If the situation allows for the necessary assessments, targeting, and monitoring arrangements, the feasibility of conditional cash transfers will be considered since the traditional infrastructure and profile of Libya (as well as Egypt and Tunisia) is a cash-based economy. This response could help in re-stimulating the markets, although it would be largely dependent on market functionality and freedom of movement of WFP beneficiaries. A vouchers programme is already being conceptualized in Tunisia. If the situation permits, the viability of providing wheat flour to bakeries within Libya will also be determined. In this case, a budget revision to this EMOP would follow to include other modalities of food assistance.

Logistics Arrangements

58. The last Logistics Capacity Assessment (LCA) completed for Libya was in 2005. There is no LCA currently available for Tunisia but it is expected that an assessment will be completed and a logistics plan developed within a short timeframe. The LCA for Egypt was updated in January 2011. Potential partners for handling, transport and warehousing are being identified or contracted in both Tunisia and Libya. There is existing WFP logistics capacity within the port office in Benghazi and the logistics hub in Kufra (located in southern part of Libya near the Chad border). The logistics operations would require optimization in all areas of activities in Libya, Egypt and Tunisia as the EMOP progresses.
59. Depending on access, there are various main entry points to import food into Libya. Firstly, arrangements would be made to deliver into Egypt and Tunisia, potentially through the closest ports at the borders with Libya, namely Salloum (Egypt) and Zarzis (Tunisia), after which there would be onward transport by road to the border areas and into Libya. Secondly, if the security situation improves and access is provided, food may be imported directly into Libya using its existing ports, notably the larger ones in Benghazi and Tripoli. A third, most likely, option would be a combination, importing food in the two neighbouring countries and also directly into Libya, to diversify the operation, especially if the ports' capacities within the country are disabled or limited as a result of the unrest.
60. Within Libya, food would be moved by road to several logistics hubs before being dispatched to field locations, which would be located in the coastal area where the main affected populations are assumed to be. Primary deliveries from the port to the logistics hubs and secondary deliveries from the hubs to final delivery points are to be carried out by commercial transporters. Guidance on security along the supply routes is to be provided by the existing United Nations security network, as well as by the local

authorities. WFP is currently finalizing arrangements with the Libyan Red Crescent and some other national entities for the logistical aspects of the humanitarian operations.

61. The storage and handling capacity of the Libyan National Supply Company (NASCO), which has traditionally controlled subsidized imports, will be utilized as much as possible. Regular WFP field monitoring visits, guidance and advice would be provided to counterparts and implementing partners on the best practices.
62. The overall land transport, storage and handling (LTSH) cost for this operation is based on the costs for WFP's operation in neighbouring Algeria, which has a similar environment. Total LTSH is currently valued at US\$3.9 million, equivalent to an average of rate of US\$112 per mt. An LTSH assessment and matrix will be prepared to validate these costs as soon as possible.

Procurement Plans

63. As Libya is a net food importer, it is not expected that any local procurement can take place in the short-term. As a start, Tunisia and Egypt, which have relatively developed food markets, would be the first locations for procurement. Regional procurement is expected from Turkey, which is geographically close and is one of WFP's largest supply countries, and Europe. To start operations, WFP will borrow food from operations in neighbouring countries. A ship carrying WFP cargo has been diverted, to ensure food is available quickly inside Libya.
64. WFP already has suppliers registered for both food and non-food procurement in Egypt and Tunisia. A combination of local and regional procurement will be needed in view of the availability and the lead time.
65. The Tunisian Government has already indicated that requests for local procurement would be well received. Assessments in Tunisia and eventually in Libya would need to be undertaken to develop supplier rosters for food and non-food commodities if feasible in the context of the emergency.

Project Duration

66. This initial EMOP is planned for a duration of three months, from March to May 2011. However, considering the nature of the conflict in Libya, it is likely that assistance will need to continue for a longer period. In view of the fluid situation regarding needs and operating modalities at the moment, the situation will be reassessed and the EMOP revised accordingly in the coming weeks and months. If conditions are favourable, however, WFP will phase down its operations and complete a handover to appropriate partners.

PERFORMANCE MONITORING

67. Information on the main output indicators will be collected primarily from direct distribution reports or cooperating partners' reports. WFP field monitors will also conduct regular monitoring and ad-hoc checks to ensure data quality and integrity.
68. The plan for processing monitoring is to use food basket monitoring questions and spot-check monitoring trips for post-distribution monitoring.
69. In Libya, if safety access remains an issue, an international private company will be considered as it has offered inspection and monitoring services and is widely used by

WFP in the region. The company operates, using local staff, in Zawiya, Ras Lanuf and Marsa El Brega but has the capacity to carry out monitoring activities in the other parts of Libya. WFP would ensure cost-efficient procurement of this service.

HANDOVER STRATEGY

70. Assuming that the situation improves, support within Libya may be fully entrusted once more to NASCO which, as noted above, has been the responsible distribution channel for staple foods for many years. Assistance to the most vulnerable population is also likely to continue by the Libyan Red Crescent.
71. Support to the Tunisian and the Egyptian vulnerable populations can also be handed-over to the Government or national partners, or to existing safety nets including those supported by WFP, when the conditions for that transition are reached.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

Hazard and Risk assessment

72. Potential hazards and associated risks that can alter the magnitude of WFP's assistance are a continuation and worsening of the internal conflict in Libya and additional movement by people into Egypt and Tunisia, which could dramatically strain the governments' abilities to assist the vulnerable populations. The risks will require a scale-up to meet new demands in all three countries.

Preparedness Planning

73. Many of the contingency measures under the Regional Immediate Response for Special Preparedness in North Africa and the Immediate Response EMOPs for Tunisia and Libya will ensure WFP's operational presence is established and/or strengthened in Egypt, Tunisia and Libya. This will facilitate the expansion of WFP operations. WFP will also continue contributing in all inter-agency and regional contingency planning.

SECURITY CONSIDERATIONS

74. The recent revolutions in Egypt and Tunisia have affected the security levels in each of the countries as well as regionally, where United Nations Security Level 3 mostly remains in place.
75. The security situation in Libya is not clear - especially in the area surrounding Tripoli – but may impede air and road movements thus severely hampering humanitarian operations. Road and barge movements, along the main supply routes in eastern Libya, could also be delayed if safety is not assured for the delivery of aid into these areas.
76. Before any deployments of United Nations staff, including WFP, can take place in Libya, security assessment missions need to be undertaken to identify accessible areas and the prevailing security environment. WFP will ensure that offices, residences and vehicles are set up and/or strengthened will be fully compliant with both the United Nation's

Minimum Operating Security Standards (MOSS) and WFP's Minimum Security Telecommunications Standard (MISTS).

RECOMMENDATION

77. The Executive Director and Director-General of FAO are requested to approve the proposed emergency operation 200257 North Africa Regional "Food assistance to vulnerable populations affected by conflict".

APPROVAL

.....
Josette Sheeran
Executive Director
United Nations World Food Programme

.....
Jacques Diouf
Director-General
Food and Agriculture Organization of
the United Nations

Date:

Date:.....

ANNEX I-A

PROJECT COST BREAKDOWN			
Food ¹³	Quantity (<i>mt</i>)	Value (<i>US\$</i>)	Value (<i>US\$</i>)
Cereals	26,474	14,280,590	
Pulses	3,082	2,712,160	
Oil and fats	1,968	3,179,700	
Mixed and blended food	2,354	3,954,500	
Others	1,288	1,094,800	
Total food	35,166	25,221,750	
Subtotal food and transfers			25,221,750
External transport			1,580,040
Landside transport, storage and handling			3,928,746
Other direct operational costs			2,227,687
Direct support costs ¹⁴ (see Annex I-B details)			3,717,444
Total direct project costs			36,675,667
Indirect support costs (7%) ¹⁵			2,567,297
TOTAL WFP COSTS			39,242,964

¹³ This is a notional food basket for budgeting and approval. The contents may vary.

¹⁴ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

¹⁵ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	1 496 100
International general service staff	00 000
Local staff - national officers	170 700
Local staff - general service	156 238
Local staff - temporary assistance	124 886
Local staff - overtime	28 300
Hazard pay and hardship allowance	118 820
International consultants	00 000
Local consultants	00 000
Non staff HR: UNV	00 000
Commercial consultancy services	00 000
Staff duty travel	947 725
Subtotal	3 042 769
Recurring expenses	
Rental of facility	132 000
Utilities general	7 375
Office supplies and other consumables	7 500
Communications and IT services	12 000
Equipment repair and maintenance	4 750
Vehicle running cost and maintenance	59 800
Office set-up and repairs	77 500
UN organization services	47 500
Subtotal	348 425
Equipment and capital costs	
Vehicle leasing	8 500
TC/IT equipment	240 250
Local security costs	77 500
Subtotal	326 250
TOTAL DIRECT SUPPORT COSTS	3 717 444

ANNEX II – MAP FOR NORTH AFRICA REGIONAL EMOP “FOOD ASSISTANCE TO VULNERABLE POPULATIONS AFFECTED BY CONFLICT”

