



**WFP Libya**  
**SPECIAL OPERATION 200276**

Country:	Libya
Type of project:	Special Operation
Title:	Provision of Humanitarian Air Services in response to the humanitarian situation in Libya
Total cost (US\$):	<b>US\$3,959,760</b>
Duration:	Three months (26th April to 25th July 2011)

### **Executive Summary**

In the last months the Libyan government has tried to contain a rebellion and heavy fighting and bombing have ensued. As the fighting continues, the situation is deteriorating by the day and the basic needs of tens of thousands of people inside Libya are not being met. The humanitarian community is mobilizing resources for the North Africa region to respond to the need of the affected population and the unfolding humanitarian disaster.

With no commercial airlines operating into or within Libya due to the operation Odyssey Dawn – No Fly Zone, established in March 2011, with lengthy road travel under insecure conditions due to the ongoing conflict, and the need to move safely humanitarian staff into and within the country, the Humanitarian Coordinator has requested the activation of the Humanitarian Air Services (WFP/UNHAS) in Libya.

Through this Special Operation (SO) WFP/UNHAS will operate one 30-50 seats passenger aircraft suitable for the area, for the operations and in line with the available funding. The main operational base will be in Cairo, Egypt. The UNHAS will be organized and managed by WFP.

This Special Operation is covering the period from 26<sup>th</sup> April to 25<sup>th</sup> July 2011 at a total cost of US\$ 3,959,760.

## **Project Background**

1. Libya is undergoing an unprecedented level of upheaval and violence since anti-government protests began on 17 February 2011. Fighting continues in many areas of the country, with the front lines very fluid, and some areas changing hands multiple times. Extensive military attacks, with aerial bombing and regular use of live ammunition against the civilian population, are causing a high number of casualties, leaving thousands dead and even more injured. Operation Odyssey Dawn was mounted under the United Nations Security Council resolution 1973 in March 2011 to establish a No Fly Zone over Libya to help protect the civilian population.
2. As a result of the conflict, tens of thousands of people in Libya are lacking basic needs, and large numbers have fled to neighbouring countries (Egypt, Tunisia, Algeria and Niger), creating a serious humanitarian situation. Information from the daily International Organization for Migration's (IOM) External Situation Reports indicates that over 550,000 people have fled the conflict in Libya so far<sup>[1]</sup>.
3. The current outlook for the affected region is that the humanitarian situation will continue to deteriorate. The protection of civilians and respect for international humanitarian law continue to be of grave concern. Access to populations in need remains limited due to the prevailing security conditions.
4. At present the humanitarian community is expanding its humanitarian capacity inside Libya, however the lack of commercial airlines operating into or within Libya due to the No Fly Zone established under operation Odyssey Dawn is hampering the humanitarian intervention.

---

<sup>[1]</sup> These figures are updated daily; the report for 18 April 2011 listed a cumulative 550,680 arrivals of all nationalities

## **Project Justification**

5. Given the magnitude of the humanitarian situation, an increasing number of humanitarian organizations are now operational in the region. Regular flights linking the locations of main humanitarian activities are extremely important to ensure an efficient and effective humanitarian assistance to the affected population.
6. The distances between the main locations of the humanitarian activities are vast. For example, road travel between Cairo and the Libyan border takes approximately seven hours, with an additional five hours from the border to Benghazi. Apart from time saving, travel by air will reduce risk exposure resulting from long road travel as well as from insecurity in the affected area of conflict.
7. The Humanitarian Coordinator has therefore requested immediate activation of WFP/UNHAS services in Libya, and the surrounding region, to facilitate the movement of humanitarian personnel. WFP/UNHAS will facilitate regular flights between Cairo, Djerba, Tripoli, Benghazi, Kufra and other locations to ensure humanitarian access and support to the affected populations.
8. The launch of a WFP/UNHAS operation in the region will contribute to the efficiency of humanitarian interventions in the region by enabling humanitarian actors to deploy rapidly in the areas of operation, in their efforts to respond effectively to the crisis.

## **Project Objectives**

9. The objectives of the SO are:
  - Ensure the humanitarian community has access to the affected population, through the provision of safe, efficient and cost-effective inter-agency air transport service to United Nations agencies, Non-Governmental organizations (NGOs) and donor organizations.
  - Ensure access to urgently needed light relief items and cargo, such as medical supplies, high energy foods and Information and Communication Technology (ICT) equipment, through the provision of light air cargo services.
  - Ensure humanitarian personnel deployed in the areas of operation, can be evacuated in a safe and timely in case a security or medical emergency.

## **Project Implementation**

10. On behalf of all users, WFP will manage the WFP/UNHAS in Libya and in the region. The humanitarian agencies would benefit from WFP's expertise and experience in managing air operations.
11. WFP/UNHAS User Groups composed of United Nations agencies, NGOs and donor organizations will be established. The User Group structure will define the requirements and priorities in terms of air transport, and monitor the quality of the service in order to provide guidance to the WFP Chief Air Transport Officer.
12. UNHAS is planning to operate one 30-50-seat passenger aircraft, providing flights into and within Libya.
13. Regular/scheduled flights will be provided between Cairo, Malta, Djerba, Tripoli, Benghazi, Kufra and other areas of humanitarian activities based on the needs of the users and the prevailing security situation. The main operational base will be in Cairo, Egypt initially, but may be reviewed at a later stage. WFP/UNHAS will as well obtain clearances to operate in other areas affected by the crisis, such as Chad, Algeria and other states, as required.
14. The security situation and conditions of the airports at destinations will be communicated to the WFP/UNHAS base by the United Nations Department of Safety and Security (UNDSS) and by the WFP Security. All activities at the airports will be covered through Standard Operating Procedures (SOP) developed in partnership with UNDSS and WFP Security. The project budget includes provision for personnel protection equipment (PPE) for UNHAS staff deployed inside Libya.
15. At present Benghazi, Tobruq, Al Beida and Tripoli airports are in an operational condition and could therefore receive UNHAS flights.
16. UNHAS flights in Libyan airspace will be performed in coordination with the relevant Libyan Authorities and the North Atlantic Treaty Organization (NATO) to ensure their authorization under the No Fly Zone. The project budget includes provision for a Civil Military Liaison Officer which will be cost shared with other WFP projects. The liaison function will ensure the coordination of WFP/UNHAS flights entering Libyan airspace with and military operations taking place.

17. The project will use the WFP management structures and support systems :

- Passenger and cargo booking will be managed through standard WFP/UNHAS processes, with data and voice connectivity available to relay flight manifest and schedules to all locations where WFP maintains sub-offices.
- The UNHAS User Groups will meet on a monthly basis, or more often, as required to review the appropriateness and quality of the common service.
- A dedicated communication system will be used to monitor the location and flight progress of the WFP/UNHAS operated aircraft through both VHF radios and the air tracking system.
- The Flight Management Application (FMA) system will be in place. The system will enable monitoring of usage the service by the various agencies, load factors, flight routing and provide operational data for management overview.
- Periodical flight schedules will be maintained with flexibility to take appropriate action and adjust to requests for special flights.
- WFP Air Safety Unit will ensure the monitoring of the safety level of the operator in line with UN Aviation Standards.
- The operations base in Cairo will be the regular WFP Regional Bureau / Egypt Country Office, with the consequent advantages and economies in organizational support.
- WFP/UNHAS is present in Chad and in Niger, and the activities will be able to support UNHAS Libya, if required.

18. The Aviation Unit (ODLA), based in Rome, will be responsible for the contracting and provision of aircraft and crew for the operation.

19. The Chief Air Transport Officer (CATO), based in Cairo, will manage the operation in the region.

20. The Regional Director will act as the funds' managers for this Special Operation while the Regional Finance Officer will be the Allotment Manager.

## **Project Cost & Benefits**

21. The total cost of this special operation amounts to **US\$3,959,760** and the envisaged benefits of the WFP/UNHAS in the region are as follows:
- Enhanced operational efficiency, effectiveness and security in the implementation and monitoring of humanitarian operations;
  - A common service provided to the humanitarian community which is consistent with the call by the Secretary-General “for greater unity of purpose and coherence at country level and that each United Nations entity should benefit from another’s presence through establishing corresponding consultative and collaborative arrangements”;
  - Enhanced air safety through a standardized, single contracting and safety surveillance system; and,
  - A cost-effective service that can take advantage of economies of scale through lower aircraft direct operating cost, payload consolidation and an integrated organisation.
22. The resources for regular flights are mainly envisaged in the donor contributions. The off-scheduled (special) flights will be performed on full cost recovery basis.

## **Monitoring & Evaluation**

23. Key performance indicators will be reported at the end of the project and will include the following:
- Average number of passengers transported per month (target: 500 passengers per month)
  - Number of agencies and organizations using the air service (target: at least 25 )
  - Percentage of requests medical and security evacuations (target: 100% )
  - Number of locations served (target: at least 5)
24. The Chief Air Transport Officer will provide regular operational reports to ODLA and the Funds Manager as well as the User Group as required.

## **Exit Strategy**

25. Given the current unstable and complex situation in Libya and possible implications at regional level, WFP/UNHAS is expected to operate in the area for at least 3 months to facilitate movement of humanitarian workers and relief cargo. However as soon as the situation allows, or when air operators meet the requirements of the humanitarian community and safety standards, WFP will ensure that appropriate course of action is outlined and submitted to the User Groups to reduce or suspend its activities.

## **RECOMMENDATION**

This Special Operation covering the period from 26<sup>th</sup> April to 25<sup>th</sup> July 2011 at a total cost to WFP of US\$ **3,959,760** is recommended for approval by the Executive Director with the budget provided.

## **APPROVAL**

.....

Josette Sheeran

Executive Director