



WFP LIBYA
SPECIAL OPERATION SO 201123

Country:	Libya
Type of project:	Special Operation
Title:	Provision of UN Humanitarian Air Services (UNHAS) in Libya
Total cost (US\$):	USD 3,072,962
Duration:	8 months (01 May 2018 - 31 Dec 2018)

Executive Summary

This Special Operation (SO) is established to provide safe and reliable air transport services to facilitate the humanitarian response to the crisis in Libya. Initially, the Service is designed for eight-months start-up phase and will focus on flights to Tripoli, Benghazi and other locations within Libya including Sabha, Misratah and Bani Waleed in order to provide access to operationally targeted areas and enable aid workers reach the affected populations in locations which are difficult to reach in the current context.

In 2018, the humanitarian situation in Libya remains fragile due to ongoing conflict, political instability, the disruption of markets and local food production, all of which damage livelihoods and the ability of people to meet their basic needs.

With the lifting of the evacuation status in Feb 2018, humanitarian actors have the opportunity to be consistently present in Libya, which is crucial in particular for life saving and protection assistance. Under the Humanitarian Response Plan (HRP), humanitarian actors aim to respond to the most basic needs of 940,000 people out of an estimated 1.1 million in need of life-saving humanitarian assistance and protection across Libya. With the prevailing security situation, travelling by road is not allowed and considering the limited air transport capacity in Libya, all interviewed representatives of UN agencies and NGOs clearly communicated their air transport needs and made strong cases for UNHAS services to be established in Libya.

With a budgeted cost of US\$ 3,072,962 Special Operation 201123 will be managed by WFP Libya Country Office from 01 May 2018 to 31 Dec 2018 with one medium-sized turboprop aircraft such as the Beechcraft 1900 (BE-190aircraft) to be based in Tunis for operational reason.

The fleet structure and operational routes will be adapted to the needs of the humanitarian community after consultations with the Humanitarian Country Team and other relevant stakeholders. The project will be implemented through standard WFP management structures and support systems and regularly reviewed using standard procedures in order to minimize risks and ensure operational efficiency.

Project Background

1. According to the 2017 Humanitarian Needs Overview, food insecurity among the affected population is increasing due to protracted displacement, disruption in markets and lower food production. As a result, the most vulnerable are exposed to a high risk of inadequate food consumption. Unable to meet their food needs, many families are forced into negative coping strategies such as spending savings, cutting their number of daily meals and reducing non-food related expenses, particularly in health and education. In 2018 the situation is still fragile in Libya. Hundreds of thousands of people across the country are still suffering. They are living in unsafe conditions with little or no access to health care, essential medicines, food, safe drinking water, shelter or education.
2. The emergency evacuation security status lifted in February 2018 allowed UN agencies and NGOs to increase their presence in Tripoli and potentially in Benghazi, which is crucial in particular for life saving and protection assistance.
3. Implementing the 2018 HRP and providing the required reach to the different sides in the country depend on reliable air services into Libya. Under the 2018 Libya Humanitarian Response Plan (HRP), humanitarian partners showed great interest and willingness to respond.
4. The United Nations Humanitarian Air Service (UNHAS) would function under WFP's operational plan, which is included in the HRP.

Project Justification

5. Despite the unstable security situation, the UN agencies and NGO partners have continued to implement activities in Libya, albeit at the current reduced scale. In Feb 2018 after the emergency evacuation status has been lifted, the UN agencies and INGOs enlarged their presence on ground. Due to the dire security situation, the humanitarian community is facing the challenge of implementing and monitoring the appropriate response and accessing people in need of assistance
6. Air travel is the fastest and most effective means for aid workers to reach beneficiaries in Libya, however air transport services are still very limited in Libya. The United Nations Support Mission in Libya (UNSMIL) has reduced its fleet, with currently only one aircraft, which is prioritized for the SRSG's missions, and does not fly regularly to Benghazi and other locations in Libya. Commercial air travel options into Libya exist, but are prone to disruption and do not reliably provide the required reach to the east and south of the country. Moreover, travel via commercial airlines has posed security risks particularly for NGO workers.

Currently, there are as many as 50 UN and NGO partners, all of whom travel regularly between Libya and Tunisia, where many of their operational bases are still located. UNHAS is needed to establish initially 3 flights per week, from Tunis to Tripoli and Benghazi and other locations including Sabha, Misratah and Bani

Waleed. Flight frequency and destinations will subsequently be increased based on demand.

7. As the service will be open to all humanitarian organizations, operations across all sectors will benefit from the UNHAS special operation. A needs assessment survey circulated through UN agencies and NGOs in Libya indicated that almost 90 percent of respondents expressed the need for humanitarian air services. Specific thematic and geographic priorities for the service would be agreed by the Humanitarian Country Team and/or any relevant coordinating bodies agreed locally.
8. With the increased needs and introduction of UNHAS, WFP will use its reputation and comparative advantage in managing UNHAS and other common services to provide access for UN agencies and NGOs in order to facilitate the collective humanitarian response.

Project Objectives

9. The objectives of this Special Operation are:
 - To provide safe and reliable access to priority destinations in order to enable humanitarian staff and donor representatives implement and monitor their projects.
 - To provide capacity for medical and security evacuations.
 - Transport light cargo such as medical supplies, high-energy food and information and communications technology equipment; and

The objectives above are linked to WFP's Corporate Results Framework (CRF) and contribute to the Strategic Goal 2: Partner for the implementation of the SDGs (SDG 17)

Project Implementation

10. The operational fleet will consist of one turboprop aircraft (19 seater-Beechcraft 1900). The aircraft will be strategically based in Tunis, from where it will provide "shuttle" services (3 flights a week) from Tunis to Tripoli, Benghazi and other locations within Libya including Sabha, Misratah and Bani Waleed.
11. This air service is expected to support more than 50 organizations including NGOs, UN agencies, donor institutions and the diplomatic community to facilitate the implementation and monitoring of humanitarian activities. The project implementation is designed to be fully flexible in order to adapt to the changing requirements of the humanitarian community.
12. WFP Aviation staff will be deployed in Tunis and other key destinations, as may be required, to manage the Special Operation.

13. The project will implement the following standard WFP management structures and support systems:

- Passenger and cargo bookings will be made through appropriate management structures to ensure the dissemination of flight schedules and manifests to all locations.
- A dedicated communication system to monitor the progress of all flights through VHF/HF radios and satellite tracking systems.
- A web-based electronic Flight Management Application (E-FMA) that enables on-line booking requests by various agencies and monitoring of load factors, operational trends and costs.
- Structured flight schedules to ensure flexibility and to accommodate special flights.

Project Management

14. WFP will establish two governing bodies to steer UNHAS activities: 1) the Steering Committee (SC), composed of representatives of main UN agencies, NGOs and donor representatives that advises on advocacy, resource mobilization, and strategic guidance; and 2) the User Group Committee (UGC), composed of all user focal points. The UGC provides feedback related to operational issues such as flight schedules to the Chief Air Transport Officer (CATO).

As stakeholders begin to use the UNHAS flights more regularly, the Steering Committee and WFP will continue to advocate for further funding to continue UNHAS' vital flight services. Additionally, after the full implementation of the service, user surveys will be launched as per regular WFP Aviation Service practice, in order to assess demand, destinations, schedule, customer service and service reliability among others.

15. The WFP Libya Country Director (CD) will act as the Funds Manager and the WFP Finance Officer will be the Allotment Administrator of this operation.

16. The overall management, administration, and control of the operation are vested in the CATO, who reports administratively to the CD and technically to the Director of Logistics through the Chief Aviation Service in Headquarters, Rome. The CATO will be responsible for all operational matters including scheduling, operators' compliance, safety management, and risk management. The CATO will provide operational reports to the CD, the Chief Aviation Service and other humanitarian bodies such as the UGC or HCT as may be required.

17. The Aviation Service (OSLA) in Rome will be responsible for contracting of aircraft, quality assurance and normative guidance to the operation. OSLA will also provide other operational and administrative support.

Risk Assessment and Contingency Planning

18. A number of risks could impact the implementation of the Special Operation. The main risks identified are presented through the three risk areas (contextual, programmatic and institutional). The subsequent narrative explains the risks and outlines mitigation measures to be taken.

Contextual Risks. The high level of insecurity and unstable situation in Libya is the main risk facing the implementation of this Special Operation. UNHAS will work in close coordination with the HCT, UNDSS and other relevant international bodies to ensure timely communication of the security situation at destinations and will plan its operations accordingly. Operational hazard identification will be constantly implemented through the established WFP Aviation structure and the relevant risk analysis and mitigation actions will be implemented as required to keep an acceptable level of risk.

Programmatic Risks. Humanitarian agencies may further scale up their assistance in Libya and increase their staff and geographical scope, thereby exceeding the capacity of the air asset to meet all air transport needs. UNHAS remains flexible to adapt the operation in accordance with the needs of the humanitarian community. This includes potential augmentation of the fleet capacity in coordination with the user community and donors.

Institutional Risks. The success of the Special Operation is conditional on adequate resources being available to WFP throughout the implementation period. Resource mobilization strategies will include steps to be taken to address any funding shortfall. Fundraising activities will be conducted jointly by UNHAS, the WFP Country Office and the Regional Bureau in order to ensure uninterrupted services for the humanitarian community.

Project Cost & Benefits

19. The total project cost for this Special Operation is **US\$ 3,072,962**.

20. The project is predominantly reliant on donor contributions to kick-start the operation. In addition to donor contributions, continuity of the service will be sustained by implementing either partial or full cost recovery as may be deemed necessary by the user community.

21. The benefits envisaged under the UNHAS operation in Libya are as follows:

- Provision of predictable access to priority destinations in order to enable humanitarian staff and donor organizations to implement and monitor their projects;
- Operational efficiency and effectiveness in implementing and monitoring the humanitarian operations in Libya emergency;
- A common service consistent with a drive 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;
- A client-oriented common service that responds to users' needs;
- A cost-effective service that can take advantage of economies-of-scale through continuous monitoring and a results-based management concept; and
- An essential tool used to provide medical and security evacuation services to the humanitarian community in Libya.

22. Efforts will be made to contain costs and ensure value-for-money throughout the project cycle.

Monitoring & Evaluation

23. Key Performance Indicators will be measured and reported at the end of the project and will include the following:

- Number of Needs Assessments carried out (target: 4);
- Percentage of passenger bookings served against requested (target: 95%);¹
- Percentage of cargo movement requests served against requested (target: 95%);²
- Response to medical and security evacuations duly requested (target: 100%);
- Number of agencies using the service (target: 50);
- Number of passengers transported monthly (target: 225);
- Amount of light cargo transported monthly (target: 14,400 kg);

As the situation evolves, the implementation plan will be revised, according to the needs of the humanitarian community.

Exit Strategy

24. The Special Operation will be implemented for an initial duration of eight months. However, WFP in conjunction with the humanitarian community will continuously reassess the needs for air services and determine whether this Special Operation should be extended or if an exit strategy should be activated. WFP will close its air operations in Libya if commercial alternatives with sufficient capacity to meet the air transport needs of the humanitarian community emerge in the country. However, in view of the current political and security situation and the lack of reliable commercial alternatives, it is envisaged that humanitarian intervention will be required in Libya during 2018 and UNHAS will, of necessity, be needed to complement the work of humanitarian and donor organizations

¹ This does not include unserved bookings due to flight cancellations resulting from bad weather or insecurity.

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RECOMMENDATION

This Libya UNHAS Special Operation 201123 covering the period of 8 months from 01 May 2018 to 31 Dec 2018 at a total cost of **US\$ 3,072,962** is recommended for approval by the Executive Director with the budget provided.

APPROVAL

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David M. Beasley
Executive Director