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## Libya interim country strategic plan (2019–2020)

Duration	1 January 2019–31 December 2020
Total cost to WFP	USD 60,517,166
Gender and age marker*	3

\* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

### Executive summary

Libya is one of the world's most volatile countries with livelihoods significantly undermined by the protracted crisis and the situation exacerbated by the risk of renewed conflict.<sup>1</sup> The crisis has affected nearly 2.4 million people, 40 percent of the population, and more than 0.82 million people are in need of humanitarian assistance, 298,000 of whom require food assistance.<sup>2</sup> Direct assistance for the most vulnerable populations remains critical for preventing negative coping strategies and further destitution and promoting gradual recovery and the re-establishment of basic services as the peace process progresses.

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<sup>1</sup> WFP. 2018. *Global report on food crises, 2018*. <https://www.wfp.org/content/global-report-food-crises-2018>.

<sup>2</sup> United Nations Office for the Coordination of Humanitarian Affairs (OCHA). 2018. *2019 Libya Humanitarian Needs Overview*.

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This interim country strategic plan presents WFP's contribution to the achievement of humanitarian and resilience objectives in Libya and is coherent with national plans and the efforts of humanitarian and development partners in Libya. Specifically, the interim country strategic plan will contribute to the objectives articulated in the United Nations humanitarian response plans for Libya in 2019 and 2020 and the United Nations strategic framework for 2019–2020. Its activities will contribute to the attainment of Sustainable Development Goals 2 and 17 and to WFP Strategic Results 1 and 8 through three strategic outcomes:

- Crisis-affected vulnerable populations in Libya, including schoolchildren, have access to sufficient and nutritious food during and in the aftermath of crises.
- Vulnerable populations across Libya have strengthened livelihoods and restored access to basic services all year.
- The humanitarian community in Libya has strengthened capacity to assist vulnerable populations during and in the aftermath of crises.

In the first year of implementation, WFP will progressively strengthen and leverage its presence in Libya, including in key regions outside Tripoli, by following a gradual and phased approach. WFP will work across sectors and with various partners in order gradually to introduce interventions aimed at sustainably improving the well-being of Libyans and promoting long-term peace. At the same time WFP will remain highly engaged with partners at the humanitarian, development and peace nexus and will maintain the ability to adjust its programmes to any changes in conditions, including the emergence of opportunities for assisting migrant populations.

### **Draft decision\***

The Board approves the Libya interim country strategic plan (2019–2020) (WFP/EB.1/2019/8-B/3) at a total cost to WFP of USD 60,517,166.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

## 1. Country analysis

### 1.1 Country context

1. The Government under Muammar Gaddafi was ousted in early 2011 and the ensuing transitional political process collapsed in July 2014, with a renewed outbreak of armed conflict dividing Libya into competing factions. Since 2014, fighting has continued in populated areas across Libya, causing civilian casualties, displacement of people and destruction of key infrastructure. On 17 December 2015, the United Nations facilitated the signing of the Libyan Political Agreement to end the hostilities and bring unity to national institutions. It established a nine-member all-male Presidency Council of the Government of National Accord in Tripoli, but rivalries and parallel institutions continue to impair the agreement's effectiveness. Libya is ranked 108th on the 2018 Human Development Index and is listed by the World Bank as a fragile state.
2. The crisis has adversely affected 2.4 million people, about 40 percent of the population,<sup>3</sup> with differentiated impacts by region, ethnic group, gender and age. More than 0.82 million people are in need of humanitarian assistance, including 413,000 migrants, refugees and asylum seekers, 97,000 internally displaced persons, 165,000 returnees and 148,000 non-displaced persons. The majority of the people in need are men and boys (approximately 66 percent), while children make up one third of those needing assistance.<sup>4</sup>
3. Before the crisis, the Government, through an elaborate social safety net, provided citizens with free health and education, public sector jobs, food and fuel subsidies. Libya had made significant progress in health and education outcomes prior to 2011, with life expectancy rising from 46.9 years in 1970 to 71.6 years<sup>5</sup> in 2010 and literacy rates in the latter year standing at 89.5 percent among adults and 99.5 percent among young people.<sup>6</sup> The gender gap in literacy narrowed in 2010, but literacy rates were still higher among men and boys, at 96 percent, than women and girls, at 83 percent.
4. Restrictions imposed in the post-conflict period by the Government exacerbated gender inequalities and limited women's participation in social and economic activities and their financial independence.<sup>7</sup> Restrictions were placed on women's education and hence on their employment opportunities, with women being allowed access to education only in the fields of health care, administration and light industrial work.<sup>8</sup>
5. Libyans who are employed in the public sector are not paid regularly, while the proportion of the workforce employed outside the public sector has most likely declined further from the overall 19 percent reported in 2012 (16 percent for men and 25 percent for women). Unemployment among young people was even higher at nearly 50 percent: 68 percent among young women compared with 41 percent among young men.<sup>9</sup>
6. Women's position in society has deteriorated since Libya's revolution in 2011 despite women's active role in the revolution. In 2012, 33 women were elected to Libya's General National Congress, constituting 16.5 percent of the representatives. Faced with a

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<sup>3</sup> United States Agency for International Development. 2017. *Libya – Complex Emergency*. Fact sheet no. 1, fiscal year 2018. [https://www.usaid.gov/sites/default/files/documents/1866/libya\\_ce\\_fs01\\_12-01-2017.pdf](https://www.usaid.gov/sites/default/files/documents/1866/libya_ce_fs01_12-01-2017.pdf).

<sup>4</sup> OCHA. 2018. *2019 Libya Humanitarian Needs Overview*.

<sup>5</sup> 69.1 years for men and 74.5 years for women. <https://data.worldbank.org/country/libya>.

<sup>6</sup> Devarajan, S. and Mottaghi, L. 2017. The Economics of Post-Conflict Reconstruction in MENA. *Middle East and North Africa Economic Monitor*, April 2017. World Bank. <https://openknowledge.worldbank.org/handle/10986/26305>.

<sup>7</sup> Gender Concerns International. *The Situation of Women in Libya*. <http://www.genderconcerns.org/country-in-focus/libya/the-situation-of-women-in-libya/>.

<sup>8</sup> *Ibid.*

<sup>9</sup> ILO statistical database (ILOSTAT).

conservative backlash, however, Libyan women increasingly lack access to political participation and are underrepresented in formal state institutions. Politically active women have been subject to violent attacks. A lack of data for the community and household levels makes it impossible to provide an accurate portrayal of how the conflict has affected gender roles and relations in the private sphere. Insecurity, threats and acts of violence against women and girls are often presented as a reason for the increasing restrictions and control of women's mobility by their families and the increasing social constraints in relation to public engagement that women throughout Libya are facing.<sup>10</sup>

## 1.2 Progress towards SDG 2

### *Progress towards SDG 2 targets*

7. *Access to food all year (SDG target 2.1)*. For Libya's mainly urban population, access to food is determined by household income as domestic food production is negligible. Hence, there is a direct correlation between food security and the reliability of salary payments, access to liquidity from the banking system, the purchasing power of the Libyan dinar and food prices. An estimated 85 percent of the Libyan workforce is still employed by public institutions,<sup>11</sup> so public sector salaries are a primary source of income for many people. There is a risk that in the current political deadlock Libya will not be able to restructure its currently unsustainable budget, which could result in bankruptcy, exacerbated inflation and major disruption of the food system and people's access to food.
8. The 2019 Libya humanitarian needs overview<sup>12</sup> identified 298,000 people, 46 percent women and girls, 54 percent men and boys and 36 percent children), who are in need of food assistance. This figure includes 33,000 internally displaced persons, 41,000 returnees, 107,000 non-displaced persons and 117,000 migrants, refugees and asylum seekers. Households headed by women with no stable income, households that have been displaced more than once, young people and children are the groups most vulnerable to food insecurity. Migrants and refugees, especially those in detention centres, lack access to quality nutritious foods, with pregnant and lactating women and girls, children, elderly people and people with health issues suffering the worst effects.
9. In November 2016, a rapid food security assessment found that 24 percent of all internally displaced households were food-insecure and 62 percent were at risk of becoming so. Internally displaced persons in western Libya had higher rates of food insecurity, reaching 58 percent in Bani Walid (Misrata). A lack of family and other informal social networks may contribute to the greater susceptibility to high levels of food insecurity in internally displaced households as the assessment found that the people displaced the furthest from their homes had considerably higher reduced coping strategy scores than other displaced persons. Among displaced populations, households headed by women are more likely to be food-insecure because women are often unemployed and have no source of income.
10. Negative coping strategies are common and severe. Almost 69 percent of internally displaced households and 58 percent of resident households adopted a consumption-based coping strategy.<sup>13</sup> Surveys indicate differences in coping strategies between men-headed and women-headed households. In particular, men-headed households tend to rely on the use of less expensive food, smaller portion sizes and the restriction of adults' consumption

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<sup>10</sup> Preliminary gender analysis and recommendations for the Libya country office's gender action plan.

<sup>11</sup> Economist Intelligence Unit 2013. The state salaries conundrum. 16 December 2013. <http://country.eiu.com/article.aspx?articleid=1772534761&Country=Libya&topic=Economy&subtopic=Forecast&oid=1112450895&flid=401337424>.

<sup>12</sup> OCHA. 2018. *2019 Libya Humanitarian Needs Overview*.

<sup>13</sup> *Ibid.*

in favour of children, while women-headed households reduce the number of meals eaten per day.

11. *End all forms of malnutrition (SDG target 2.2).* Available pre-crisis data on nutrition (for 2008–2012) suggest that undernutrition in Libya was a low to medium public health concern.<sup>14</sup> One in five children under 5 was found to be stunted,<sup>15</sup> a figure that has alarmingly remained steady for 20 years. According to the 2016 Global Nutrition Report,<sup>16</sup> Libya ranks 61st of 132 countries in stunting prevalence. After years of turmoil and increasing challenges with regard to people's access to food and basic services, the nutrition status of the population, particularly of children under 5 and pregnant and lactating women and girls, is a concern. Few current data are available, even fewer are disaggregated by sex and age, and there is an urgent need for a nutrition survey.
12. *Double the agricultural productivity and incomes of small-scale food producers (SDG target 2.3).* Most food-insecure and vulnerable households in Libya are in urban areas and do not engage in subsistence farming. Libya's farming sector is limited and focused on commercial agriculture, which plays a modest role in Libya's economy, contributing only 2 percent of gross domestic product in 2010.<sup>17</sup> Prior to the conflict, farming relied heavily on migrant workers, mostly men, many of whom have since fled the country, further reducing the already low capacity for domestic food production.
13. *Promote sustainable food systems (SDG target 2.4).* Libya imports the vast majority of its food. Brief shortages of wheat, bread, pasta, oil, milk and children's foods have been observed in the south and east. In July 2018 further shortages of oil and wheat contributed to a "bread crisis" with bakeries closing temporarily and producing smaller loafs for the same price, eventually resulting in increased bread prices. While data on imports and price controls are not available, secondary data suggest that price limits set by the Government, import restrictions and the takeover of wheat factories by military groups are some of the main causes of the crisis.<sup>18</sup> Ports, border crossings to Egypt and Tunisia and internal supply routes within Libya are vital for ensuring a functioning food system. Control of critical infrastructure such as ports and mills is in the hands of various military groups, which change as allegiances shift. Disruption of import routes because of conflict is a significant risk and may result in food shortages, rising food prices and conflict-related food insecurity.

### **Macroeconomic environment**

14. Political strife in Libya has taken a heavy toll on the well-being of the population and the economy. In 2010, before the crisis, Libya's per capita income was USD 11,934, the second highest in Africa. In 2016, post-crisis per capita income fell to below USD 5,000. Libya's pre-crisis economy and the well-being of its 6.2 million people depended heavily on oil, which generated almost all earnings and half of gross domestic product.<sup>19</sup> Libya's crude

<sup>14</sup> OCHA. 2018. *Libya Humanitarian Response Plan 2018*.

<https://www.humanitarianresponse.info/en/operations/libya/document/libya-humanitarian-response-plan-2018>.

<sup>15</sup> World Bank. *Early Childhood Development in Libya*. <http://www.worldbank.org/en/country/libya/publication/ecd2015>.

<sup>16</sup> International Food Policy Research Institute. 2016. *Global Nutrition Report 2016: From Promise to Impact: Ending Malnutrition by 2030*. <http://www.ifpri.org/publication/global-nutrition-report-2016-promise-impact-ending-malnutrition-2030>.

<sup>17</sup> World Bank. Country profile: Libya.

[http://databank.worldbank.org/data/views/reports/reportwidget.aspx?Report\\_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=LBY](http://databank.worldbank.org/data/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=LBY).

<sup>18</sup> REACH Libya Joint Market Monitoring Initiative. July 2018

[https://reliefweb.int/sites/reliefweb.int/files/resources/reach\\_lby\\_situationoverview\\_jmmi\\_july2018\\_1.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/reach_lby_situationoverview_jmmi_july2018_1.pdf)

<sup>19</sup> World Bank. 2017. *Libya Joint Country Assessment 2017*. (draft) (not available online)

oil production fell from 1.6 million barrels per day in 2011 to 380,000 in 2016,<sup>20</sup> while inflation rose to an unprecedented 28.4 percent in 2017, driven by high food prices.<sup>21</sup>

15. Assuming that the conflict is resolved and a unified government launches a comprehensive programme for ensuring macrostability and rebuilding the economy, it is expected that oil production will progressively increase to reach its potential (about 1.5 million barrels per day) by 2020 and growth in gross domestic product is expected to rebound to about 15 percent in 2018 and then to average 7.6 percent in 2019 and 2020.<sup>22</sup> However, political tensions remain high, elections planned for December are in jeopardy and rapid stabilization of the situation is highly unlikely.

### **Key cross-sector linkages**

16. *No poverty (SDG 1)*. There has been no systematic study of poverty in Libya since the crisis, but the World Bank estimates that a large share of the predominantly urban population is either vulnerable to poverty or has already fallen into it.<sup>23</sup> The link between poverty and food insecurity is very strong because access to food depends on household incomes and food prices. Core factors that contribute to increased poverty and exacerbate socio-economic exclusion are high inflation rates and weak delivery of basic services. Reductions in public services are routinely accompanied by a drop in women's participation in the labour force and a related increase in their unpaid care and domestic work as they substitute for services previously provided by the state, such as health care and education. Worsening living standards for Libyans are disproportionately affecting women, as suggested by evidence that women-headed households have employed more severe negative coping strategies and are less able to rely on informal and community safety nets.<sup>24</sup> In addition, there are signs that Libyans are changing their attitudes towards jobs that were previously unattractive to them and were filled by migrants.
17. *Good health and well-being (SDG 3)*. Health facilities and services have been severely affected by the crisis, with serious reductions in access to medical health care (including sexual and reproductive health services) and essential medicines. Attacks on health care facilities and medical personnel are continuing: 17.5 percent of hospitals, 20 percent of primary health care facilities and 8 percent of other health facilities are not operational as a result of damage and inaccessibility.<sup>25</sup> Overall, the general readiness of public primary health facilities to provide services<sup>26</sup> is 36.8 percent, and more than 71 percent of people with chronic diseases face shortages of essential drugs.
18. *Quality education (SDG 4)*. The crisis has caused serious disruption in education. Of 489 affected schools, 40 have been destroyed and 26 are being used as temporary shelters for internally displaced persons. This directly affects 250,000 Libyan students and 160,000 refugee and migrant children. The remaining schools, especially in conflict areas,

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<sup>20</sup> Devarajan, S. and Mottaghi, L. 2017. The Economics of Post-Conflict Reconstruction in MENA. *Middle East and North Africa Economic Monitor*, April. World Bank. <https://openknowledge.worldbank.org/handle/10986/26305>.

<sup>21</sup> World Bank. 2018. *Libya's Economic Outlook* (April 2018). <https://www.worldbank.org/en/country/libya/publication/economic-outlook-april-2018>

<sup>22</sup> *Ibid.*

<sup>23</sup> *Ibid.*

<sup>24</sup> WFP. 2016. *Libya - Rapid Food Security Assessment*: (September 2016). <https://www.wfp.org/content/libya-rapid-food-security-assessment-september-2016>

<sup>25</sup> World Health Organization. 2017. *Service Availability and Readiness Assessment of the Public Health Facilities in Libya*. <https://www.humanitarianresponse.info/en/operations/libya/assessment/service-availability-and-readiness-assessment-public-health-facilities>.

<sup>26</sup> The World Health Organization defines general service readiness as the overall capacity of health facilities to provide general health services. See [www.who.int/healthinfo/systems/sara\\_indicators\\_questionnaire/en](http://www.who.int/healthinfo/systems/sara_indicators_questionnaire/en).

have faced delays in the start of the academic year or closures, which have contributed to an increase in the number of children not attending school. Irregular attendance has an impact on students' ability to acquire the minimum learning competencies.<sup>4</sup> Data from 2015–2016 show overall high rates in enrolment and near gender parity, with 98.5 percent of girls and 97.7 percent of boys enrolled. More recent data from the 2017 multisectoral needs assessment conducted by the Renewed Efforts Against Child Hunger and Undernutrition (REACH) initiative show overall attendance rates of 68.4 percent, with reported barriers to education being distance to schools, affordability and security concerns. No sex- and age-disaggregated data on school attendance are available.

19. *Gender equality (SDG 5)*. Libya ranked 38th of 159 countries in the 2015 Gender Inequality Index. In education, 65.7 percent of adult women have reached at least a secondary level of education compared with 44.2 percent of men. Despite this, only 27.8 percent of women participate in the labour market compared with 78.7 percent of men.<sup>27</sup> Women's participation in public life is restricted, limiting their economic, social and political activities. Problems are compounded by the protracted conflict, widespread gender-based violence, restrictions on mobility and declining economic opportunities, all of which have differential impacts on the lives of women, men, girls and boys.
20. *Clean water and sanitation (SDG 6)*. Before the crisis 100 percent of people in urban areas and 95 percent in rural communities had access to adequate drinking water. Sanitation coverage was lower, at 60 percent in urban areas and 40 percent in rural areas. Today only 64 percent of the population has access to adequate drinking water.<sup>4</sup>
21. *Peace, justice and strong institutions (SDG 16)*. The Armed Conflict Location and Event Data Project (ACLED) identified 1.62 million people living within 1 km of armed events in the period between August 2016 and September 2017. ACLED reported 1,289 civilians killed as a result of conflict during the same period. Access to information on the areas most affected by conflict is limited, however, and the actual number of casualties is likely to be significantly higher.<sup>4</sup> Civilians continue to be targeted for abduction, killing and ransom on the basis of family or tribal identity, political affiliations and opinions.
22. The promotion of women's empowerment, peace and security in accordance with United Nations Security Council Resolution 1325<sup>28</sup> is extremely challenging given the deep divisions along political, geographic, religious and ethnic lines. Although sex- and age-disaggregated data are not available, it is clear that insecurity arising from the conflict in Libya is deeply gendered. The violence is largely carried out by men against other men, and men are also the main targets for abductions and arrests. However, the humanitarian needs overview conducted in 2017<sup>29</sup> revealed high levels of sexual and gender-based violence and violations of the rights of children and women, including beatings, psychosocial abuse and denial of education and economic opportunities. Elderly people, persons with disabilities, women and children are the most vulnerable to sexual and gender-based violence.<sup>30</sup>
23. Despite the ongoing violence, Libya continues to be a major destination and transit route for migrants fleeing poverty and conflict from sub-Saharan Africa, North Africa and the Middle East. The latest displacement tracking matrix report from April 2018 identified just

<sup>27</sup> United Nations Development Programme. 2018. Human Development Indices and Indicators: 2018 Statistical Update. Briefing note on Libya. [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/LBY.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/LBY.pdf)

<sup>28</sup> United Nations Security Council. 2000. Resolution 1325 (2000). <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>.

<sup>29</sup> United Nations Office for the Coordination of Humanitarian Affairs (OCHA). 2017. *2018 Libya Humanitarian Needs Overview*. <https://reliefweb.int/report/libya/2018-libya-humanitarian-needs-overview-summary-december-2017>.

<sup>30</sup> Preliminary gender analysis and recommendations for the Libya country office gender action plan.

under 700,000 migrants. Migrants originate from 41 countries, but the majority come from Egypt, Nigeria, Chad, the Sudan and Ghana. The vast majority of migrants are men and reside in Libya for more than six months.<sup>31</sup> With the reduction in departures by sea to Italy, the living conditions of refugees and migrants stranded in Libya are desperate. Migrants are at high risk of arbitrary arrest, exploitation for work and sexual violence. An estimated 5,000–6,000 migrants and refugees are detained in inhumane conditions, with serious human rights violations and denial of basic services, including access to basic healthcare.<sup>32</sup> Observers highlight an increased absence of oversight, the involvement of militias, a lack of legal processes, endemic racism and unacceptable conditions among the most serious concerns at detention centres.<sup>33</sup>

### 1.3 Hunger gaps and challenges

24. The crisis in Libya caused disruption of the comprehensive social protection system that Libyans were accustomed to. Engagement on the ground is necessary for the development of a full understanding of what remains of the social protection system and the authorities' ability to deliver, and what needs to be reconstructed. One of the main challenges is the limited availability of reliable, up to date and disaggregated data on vulnerability and needs. A multisector assessment incorporating data on gender and age started in July 2018, and while it includes only limited data on refugees and migrants it will be instrumental in filling the gaps in needed data and supporting the humanitarian response in Libya. WFP is actively involved in the process by funding part of the assessment, training enumerators on food security questions and supporting data analysis related to food security indicators. Another assessment by the World Bank on the Libyan subsidy system is also expected to contribute to a better understanding of the structures in place and their functioning and of who they do and do not serve.
25. Existing information suggests that in order to foster the food security and wellbeing of vulnerable persons in Libya in the near future, the following will need to be addressed:
  - limited availability of reliable, up to date and disaggregated data on and analysis of food security, needs and vulnerability and how they are affected by gender inequalities;
  - a dysfunctional social protection system and the inability of competing authorities and parallel institutions to provide basic services;
  - reduced purchasing power and insufficient access to food for vulnerable households, including internally displaced persons, migrants and refugees;
  - a need for United Nations agencies to fully re-establish a presence in Tripoli and other regions in order to improve the provision of support; and
  - high levels of continued insecurity and risks of further escalation of conflict, requiring better preparedness and contingency planning.

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<sup>31</sup> Ninety one percent are adults (of whom 89 percent are men and 11 percent women) and 9 percent are minors (42 percent accompanied and 58 percent unaccompanied). DTM Libya. Migrant Report Information Package 18 (March 2018). <https://www.globaldtm.info/dtm-libya-migrant-report-information-package-18-march-2018/>.

<sup>32</sup> International Organization for Migration (IOM). 2017. *Flow Monitoring Surveys: The Human Trafficking and Other Exploitative Practices Indication Survey: Analysis on Adult and Children on the Mediterranean Routes Compared*. [https://migration.iom.int/docs/Analysis\\_Flow\\_Monitoring\\_and\\_Human\\_Trafficking\\_Surveys\\_in\\_the\\_Mediterranean\\_and\\_Beyond\\_adults\\_children.pdf](https://migration.iom.int/docs/Analysis_Flow_Monitoring_and_Human_Trafficking_Surveys_in_the_Mediterranean_and_Beyond_adults_children.pdf).

<sup>33</sup> Global Detention Project. Libya Immigration Detention. <https://www.globaldetentionproject.org/countries/africa/libya>

## **1.4 Country priorities**

### ***Government priorities***

26. Ending the conflict and providing assistance tailored to the particular needs and priorities of men, women, boys and girls in Libya remain the most urgent priorities. The 2019 humanitarian response plan (HRP) identifies 0.82 million people in need of humanitarian assistance. Without significant progress towards the establishment of a legitimate national state, these people will continue to need support. The priority of the Government is to find durable solutions for supporting Libyans whose livelihoods have been affected by the conflict and who require assistance.

### ***United Nations and other partners***

27. Stakeholders' priorities are reflected in various plans, including the 2019 HRP and the United Nations strategic framework (UNSF) for Libya for the period 2019–2020. The HRP identifies three strategic objectives for guiding the humanitarian response: protect people's rights in accordance with international humanitarian law and international human rights law; support inclusive, safe and dignified access to basic services for vulnerable households and communities; and strengthen the humanitarian response by increasing accountability and capacity. The UNSF for 2019–2020 identifies three key areas of collaboration: governance and rule of law; economic recovery and growth; and enhancing the sustained delivery of basic services. The objective of the HRP and the strategic framework is to complement the ongoing peacemaking process through coordinated efforts to address the humanitarian needs of the most vulnerable populations and to build community resilience and restore systems and institutional capabilities at the national and local levels.
28. The evacuation status for United Nations staff in effect since mid-2014 was lifted in February 2018, and United Nations agencies have been gradually re-establishing a presence in Tripoli. The political mission led by the Special Representative of the Secretary General is currently concentrating on three key actions: amending the Libyan Political Agreement; holding a national conference with the goal of establishing a national charter that would unify principles and establish a legislative framework for an election; and holding elections.
29. United Nations agencies are investing in emergency preparedness and developing potential scenarios and response requirements. An inter-agency workshop on contingency planning was held in August 2018 during which important steps were taken in enhancing coordination and planning for emergencies.

## **2. Strategic implications for WFP**

### **2.1 WFP's experience and lessons learned**

30. In 2011, WFP responded to the disruption of government safety nets in Libya with an emergency operation, followed rapidly by a regional response covering Libya, Egypt and Tunisia. WFP's assistance targeted one million people who fled Libya in mid-2011. As violence abated, operations changed in line with WFP's exit strategy of providing assistance through country capacity development as requested by the Government. Renewed violence following the 2014 parliamentary elections, however, led WFP to resume food distributions, which were operated remotely from Tunisia following the evacuation of all international United Nations staff from Libya in July 2014.
31. WFP's experience in past interventions in Libya and consultations with stakeholders indicate that preparedness and flexibility are key to delivering humanitarian assistance in a complex and unpredictable environment. Contingency planning, data collection and analysis are essential for effective programming. The maintenance of flexibility also requires a diverse

portfolio of activities that allow WFP to adopt the enabler and implementer roles that are crucial in a volatile environment.<sup>34</sup>

32. Re-establishing a full presence in Tripoli and gradually in other parts of Libya is crucial for consolidating WFP's role as a core partner in Libya and achieving the intended results of programmes. A presence in-country will ensure that WFP supports United Nations efforts in line with its comparative advantages, which include extensive experience in vulnerability assessments in conflict situations, the ability to scale assistance up and down rapidly using various interventions and modalities and the ability to work at the humanitarian–development–peace nexus. An in-country presence will also facilitate the strengthening of capacities among cooperating partners and the improvement of assessment and monitoring arrangements.
33. To ensure that WFP contributes to maintaining peace in the long term, programme design must incorporate peacebuilding, gender equality and social cohesion objectives. Strengthening collaboration with development partners with a view to linking humanitarian work to long-term goals and nascent development opportunities will also help WFP contribute to peace. Work at the humanitarian–development–peace nexus builds on the complementarity of partners in order to achieve joint objectives.
34. Gender analysis is key to obtaining a better understanding of the gender-related causes of food insecurity and the differing needs of women, men, girls and boys and to the design of the most appropriate responses.<sup>35</sup> In line with recommendations from an evaluation of WFP's gender policy,<sup>36</sup> gender equality considerations must be integrated into programme design and constantly reviewed based on beneficiary feedback and the monitoring of food distributions. Protection considerations will also be integrated into programme design, in accordance with findings from a protection assessment conducted in May 2018.

## 2.2 Opportunities for WFP

35. Taking into consideration the results to date, an increased presence on the ground, the lessons learned and stakeholder insights, WFP will pursue the following strategic opportunities through the interim country strategic plan (ICSP):
  - *Gradual re-entry into Libya.* After the lifting of the United Nations evacuation order in February 2018, WFP increased its operational presence in Libya with the relocation of international staff, the recruitment of national staff and the opening of an office in March 2018. WFP plans to fully relocate from Tunis to Tripoli in the beginning of 2019, with the aim of expanding into Benghazi in the east of the country if the security situation permits. Relocation to Tripoli is a key factor for the success of the ICSP, and contingency plans will be put in place to ensure programme continuity should relocation plans be disrupted.
  - *Strategic contribution to United Nations efforts.* The ICSP shapes WFP's contribution to collective United Nations efforts and is aligned with the UNSF for 2019–2020. WFP will also pursue joint programming opportunities with development partners that have a limited in-country presence. In the phased re-entry of United Nations agencies, WFP is well positioned to offer humanitarian air services and logistics and emergency telecommunications support, among other services.

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<sup>34</sup> WFP. 2017. *Operational Evaluation Series, Regional Synthesis 2013–2017, Middle East, North Africa, Central Asia and Eastern Europe Region*. <https://www.wfp.org/content/operation-evaluations-series-regional-synthesis-2013-2017-middle-east-north-africa-central-a>.

<sup>35</sup> *Ibid.*

<sup>36</sup> WFP. 2014. *Evaluation of WFP's 2009 Gender Policy: This Time Around? Evaluation Report*. <https://documents.wfp.org/stellent/groups/public/documents/reports/wfp262317.pdf>.

- *Expansion of food assistance to the people in greatest need.* In collaboration with all relevant partners and based on up to date data on vulnerability, some of which may be collected through mobile vulnerability analysis and mapping surveys, WFP will assess the reach of its assistance and expand it to additional people in need, including returnees, non-displaced Libyans, refugees and possibly migrants.
- *Shifting modalities.* A WFP inter-sector capacity assessment found cash-based transfers (CBTs) to be suitable for use in Libya's largely urban setting, where food is readily available in markets. Given some of the challenges to food systems in Libya, continuous market monitoring<sup>37</sup> and gender analysis will be essential for ensuring a successful shift in modalities. CBTs (commodity e-vouchers) are expected to be introduced during the first half of 2019 under WFP's ongoing emergency operation. WFP plans gradually to replace in-kind transfers with CBTs where appropriate in order to help stimulate the local economy while seeking to mitigate security risks arising from food delivery, particularly in conflict areas.
- *Preparing for recovery and peace.* Contingent on the relative stabilization of the situation in Libya, during implementation of the ICSP, WFP will gradually introduce activities that facilitate recovery. Contributing directly to SDG 17, WFP will focus on working with partners, including the Libyan Government, the World Bank, the cash and markets working group<sup>38</sup> and other sector groups, including civil society, with a view to supporting the review and rehabilitation of pre-crisis social protection systems, which in a post-conflict setting will be crucial to ensuring social cohesion. WFP will also undertake consultations and assessments for informing the piloting of livelihood activities in both rural and urban settings, equitably benefiting women and men and promoting women's participation and leadership as enablers and promoters in reconciliation and peacebuilding efforts.<sup>39</sup>

### 2.3 Strategic changes

36. WFP will:

- invest in data collection and analysis, including the systematic disaggregation of data by gender and age and gender analyses, for better targeting and preparedness;
- gradually introduce and scale up the use of CBTs;
- collaborate with partners on a restructured and feasible social safety nets programme that includes food subsidies and school feeding;
- introduce complementary activities for leveraging school feeding interventions over the coming years in order to lay the groundwork for transforming the safety net programme into a nutrition-sensitive and gender-transformative social safety net for the most vulnerable people;
- promote the integration of vulnerable households, including returning internally displaced persons, into their communities, directing special attention to the redressing of inequalities, which are particularly limiting for young people and women;

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<sup>37</sup> Market price monitoring is being conducted by partners in the REACH initiative on behalf of the cash and markets working group and is supported by WFP through data collection in the field.

<sup>38</sup> See <https://www.humanitarianresponse.info/en/operations/libya/cash-working-group>.

<sup>39</sup> United Nations Security Council. 2000. Resolution 1325 (2000). <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>.

- introduce interventions for the recovery of households and communities through the restoration of infrastructure and the implementation of activities for building human, social and financial capital; and
- strengthen the overall preparedness of the United Nations system by offering services such as the United Nations Humanitarian Air Service (UNHAS), and support for information and communications technology (ICT) and logistics.

### **3. WFP strategic orientation**

#### **3.1 Direction, focus and intended impacts**

37. WFP will follow a phased approach to its operations in Libya. In the first year of implementation of the ICSP, WFP will consolidate its presence in Libya, strengthen partnerships with national and international stakeholders, collect data and evidence on vulnerability disaggregated by gender, age and other factors, support United Nations efforts and fine-tune the ongoing humanitarian response. WFP will also start implementing additional complementary interventions and small-scale pilot recovery activities. Starting in the second year of implementation, WFP and its partners will expand these activities, focusing first on the most urgent, equitable and effective interventions.
38. WFP will continue to provide food assistance to food-insecure and vulnerable people directly affected by the ongoing crisis in Libya. Building on previous operations and boosted by WFP's renewed in-country presence, improved data availability and strengthened targeting and delivery modalities, food assistance will be nutrition-sensitive and will be complemented by school snacks or meals for children in primary schools.
39. Work on peace promotion and reconciliation will be embedded in WFP programming. WFP will contribute to recovery efforts in areas where it is possible to do so and will look for additional opportunities for the piloting and scale up of interventions that foster community self-reliance, support recovery and promote reconciliation and peace, working with national and local authorities in order to help them recover and deliver basic services to vulnerable communities.
40. Under the ICSP, WFP will build on its extensive experience in the provision of critical services in order to provide support to humanitarian and development partners through logistics, common ICT and aviation services.
41. The ICSP will enable WFP to return to Libya with a versatile, flexible and prudent response that focuses on meeting immediate needs, piloting livelihood interventions that support peace and recovery and facilitating the efforts of partners. Ongoing analysis and mitigation of risks are essential to operations in Libya, and access and protection considerations will be integrated into WFP's response. Challenges related to the food system and supply routes will be reviewed through an updated supply chain strategy and logistics capacity assessments. WFP is actively engaged in inter-agency preparedness and response planning, and capacity support for cooperating partners will aim to enhance beneficiary targeting and service delivery. Coordination of activities in the food security sector will also be augmented in order to improve the delivery of food security services.
42. Through the ICSP, WFP intends to make tangible contributions at the humanitarian–Development–peace nexus in Libya. All strategic outcomes are aligned with both the 2019 HRP and the UNSF for 2019–2020. Nutrition-sensitive programming, gender-transformative approaches and conflict-sensitive design will be incorporated throughout the ICSP, where possible.
43. WFP and its cooperating partners will continue to be guided by humanitarian principles. WFP will integrate protection and accountability to affected populations into all activities in order to ensure that the people in greatest need, including persons with disabilities, can avail

themselves of assistance in a safe, dignified and equitable manner. WFP will also work on strengthening the engagement of women, young people and civil society.

### **3.2 Strategic outcomes, focus areas, expected outputs and key activities**

#### ***Strategic outcome 1: Crisis-affected vulnerable populations in Libya, including schoolchildren, have access to sufficient and nutritious food during and in the aftermath of crises***

44. WFP will provide food assistance to the internally displaced persons, returnees, non-displaced people and refugees who are the most severely affected by the conflict and the most vulnerable to food insecurity. This outcome contributes to the HRP strategic objective 2 on access to basic services and the UNSF strategic outcome 3 on delivery of quality social services.

#### ***Focus area***

45. This strategic outcome focuses on crisis response as it entails responding to the immediate needs of vulnerable people during and in the aftermath of crises.

#### ***Expected outputs***

46. The outcome will be achieved through two outputs:
- Crisis-affected populations receive regular and timely food assistance through in-kind or cash-based transfers that meet their basic food and nutrition needs.
  - Children attending school in targeted areas receive nutritious food that meets their food requirements.

#### ***Key activity***

*Activity 1: Provide assistance to food-insecure and vulnerable people in Libya, including schoolchildren, and pilot complementary interventions that improve food security and nutrition.*

47. WFP's delivery of food assistance to vulnerable groups is based on the 2019 HRP, which identifies 0.82 million people<sup>40</sup> as continuing to require humanitarian assistance. This number includes 298,000<sup>41</sup> food-insecure people of whom 74,000 are internally displaced persons and returnees, 107,000 are non-displaced people and 117,000 are migrants, refugees and asylum seekers. WFP will systematically undertake gender and age analyses with a view to tailoring responses to the particular needs of women, men, girls and boys,<sup>42</sup> including persons with disabilities, and to mainstreaming gender equality considerations into all activities. The piloting of complementary interventions will also benefit from assessments, which will include a nutrition survey.
48. During implementation of the ICSP, WFP plans to assist internally displaced persons in cooperation with local crisis committees, the Ministry of Internally Displaced Persons and cooperating partners. WFP will respond to population movements and will identify and assist vulnerable internally displaced persons as needs arise. In addition, WFP will support vulnerable households, while the provision of support to the households of refugees, migrants and asylum seekers from other countries may be considered in cooperation with local crisis committees and other partners.

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<sup>40</sup> Of the 0.82 million people requiring assistance, 34 percent are women and girls, 66 percent are men and boys, 33 percent are children under 18 years of age) and 5 percent are elderly over 59 years of age.

<sup>41</sup> Women and girls constitute 46 percent of food-insecure people, children constitute 36 percent and elderly people constitute 5 percent.

<sup>42</sup> In this manner, WFP will identify and respond to the needs of food-insecure and malnourished individuals at the intra-household level.

49. Support for internally displaced persons is expected to decrease progressively throughout years 1 and year 2, while support for vulnerable non-displaced Libyan households is expected to increase progressively as WFP offers timely and regular assistance in lieu of a fully functioning government system.
50. Following a country-specific agreement with the Office of the United Nations High Commissioner for Refugees (UNHCR), and in accordance with the UNHCR-WFP global memorandum of understanding, WFP will continue to support the most vulnerable refugees registered by UNHCR.<sup>43</sup> Refugees will receive assistance at community development centres and gathering and departure facilities. The main purpose of the facility is to provide a safe and dignified alternative to detention for vulnerable refugees and asylum seekers while speeding up the process of securing solutions for them in third countries, which may include direct resettlement, family reunification or evacuation.
51. In cooperation with the Ministry of Education and the United Nations Children's Fund (UNICEF), WFP will start to implement a school feeding programme that complements its general food distributions to refugees, asylum seekers and vulnerable Libyans. Given the extremely volatile situation in Libya, WFP will introduce school feeding as a means of ensuring children's access to food in times of crisis and enhancing diets through increased micronutrient intake. The planning of assistance will take into account protection and safety issues and, where possible, assistance will be delivered in ways that contribute to beneficiaries' broader protection. If the situation improves, schools can serve as platforms for the introduction of broader changes because schools are where many of Libya's development objectives converge, including objectives in education, health, gender equality and nutrition. The intervention will lay the groundwork for a wider national school feeding programme. During the initial stage, school rations will include micronutrient-fortified date bars, which are culturally acceptable and programmatically feasible and can contribute to enhanced micronutrient intake among children.

***Strategic outcome 2: Vulnerable populations across Libya have strengthened livelihoods and restored access to basic services all year***

52. This outcome represents WFP's contribution to recovery activities and will involve the provision of livelihood support in targeted areas and, where possible, the provision of sustainable support to returnees who graduate from support under strategic outcome 1. Strategic outcome 2 contributes to the HRP's strategic objective 2 on access to basic services and the UNSF's strategic outcome 3 on the delivery of quality social services.

***Focus area***

53. This strategic outcome focuses on resilience building.

***Expected outputs***

54. The outcome will be achieved through three outputs:
- Targeted beneficiaries receive food assistance through conditional in-kind or cash-based transfers to meet their food requirements.
  - Targeted beneficiaries have strengthened human, social and financial capital through vocational training in order to strengthen their self-reliance.
  - Vulnerable communities benefit from strengthened systems and capacities of local and national partners that increase access to adequate social safety nets.

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<sup>43</sup> In August 2018, the total number of refugees registered with UNHCR was 54,416.

**Key activity**

*Activity 2: Provide skills strengthening to vulnerable communities and enhance national and local safety nets.*

55. WFP plans to engage up to 30 percent of the vulnerable food-insecure households receiving unconditional support under activity 1 in recovery and training activities focused on resilience. The activity will be introduced incrementally after assessments have been conducted to determine the appropriate selection criteria for equitable participation, market demand and other operational details.
56. WFP will work with partners, particularly the United Nations Development Programme (UNDP) through the Peace Stabilizing Fund, UNICEF and the International Organization for Migration (IOM), in order to introduce food assistance for training (FFT) activities for food-insecure households with a view to meeting households' consumption gaps while strengthening their livelihoods by building their human, social and financial capital. FFT activities will be focused on vocational training, particularly for women in urban and semi-urban areas – especially women who have lost their jobs – and for young people, who are the population group with the highest unemployment rates. The interventions will be introduced after feasibility assessments have been carried out, including an assessment of gaps in the employment market. WFP will consider the introduction of food assistance for assets (FFA) activities that promote recovery through the creation and rehabilitation of community assets. The design of FFA and FFT activities will promote equal access to and control of resources by women and men. Quality standards will be upheld in the rehabilitation of community and social infrastructure.
57. WFP will engage with partners that have complementary resources and technical capacities for context-appropriate asset creation, income generation and capacity development interventions. WFP will implement activities directly while working with government counterparts on building national capacities and systems in collaboration with major partners such as the World Bank, FAO and UNDP and including the restructuring of government subsidies.

***Strategic outcome 3: The humanitarian community in Libya has strengthened capacity to assist vulnerable populations during and in the aftermath of crises***

58. Through this outcome, WFP will collaborate with and support partners in Libya in contributing to the achievement of the HRP strategic objective 3 on strengthening the humanitarian response by increasing accountability and capacity and the UNSF strategic outcome 3 on the delivery of quality social services.

**Focus area**

59. This strategic outcome focuses on crisis response. WFP will aim to enhance partners' ability to assist vulnerable populations during and in the aftermath of crises.

**Expected outputs**

60. The outcome will be achieved through three outputs:
  - Crisis-affected populations benefit from enhanced capacity of humanitarian partners achieved through logistics coordination and services.
  - Crisis-affected populations benefit from the availability of humanitarian air services for the safe transportation of humanitarian staff and the timely delivery of humanitarian assistance.
  - Humanitarian community meet their common ICT service needs to maximize the effectiveness of their response.

### **Key activities**

#### *Activity 3: Provide logistics sector services to humanitarian partners in Libya*

61. WFP will be responsible for the coordination of the logistics sector, facilitating access to common service platforms for humanitarian partners with activities in Libya. WFP will provide coordination and information management services with a view to minimizing the duplication of efforts and facilitating operational decision making among stakeholders. When required, WFP will support logistics assessments related to infrastructure, including ports in Libya, and food quality standards. WFP may also provide inter-agency services such as truck convoys, warehouses and the facilitation of access.

#### *Activity 4: Provide air services for personnel and light cargo (UNHAS)*

62. UNHAS Libya has been established to provide safe and reliable air transport services for facilitating the humanitarian response to the crisis in Libya. The service will focus on flights to Tripoli, Benghazi and other locations within Libya including Sabha, Misrata and Bani Walid in order to provide access to operationally targeted areas and enable aid workers to reach affected populations in locations that are difficult to reach in the current situation. UNHAS provides safe and reliable air transport services and stand-by capacity for the evacuation of humanitarian staff if required. UNHAS services will continue until safe, reliable commercial flights return to the country.

#### *Activity 5: Provide common ICT to humanitarian partners in Libya*

63. WFP leads the ICT working group and, as the United Nations opens offices in locations outside Tripoli (including in Benghazi), WFP will be responsible for providing common services on behalf of the United Nations. The activity will include the provision of secure telecommunications support, internet hubs, connectivity and related services and technical support.

### **3.3 Transition and exit strategies**

64. A full transition from humanitarian assistance in the next two years is unlikely, but phased and targeted investments in resilience and recovery are a prerequisite for peace. WFP will contribute to these investments by developing strategies for shifting selected beneficiaries from unconditional to conditional assistance, strengthening its focus on prevention and enhancing the linkages between WFP assistance and national safety nets.
65. To ensure a successful transition to recovery, during implementation of the ICSP WFP will focus on the regular monitoring of markets, food security and the nutrition situation; the strengthening of national capacity and the resumption of basic service delivery, including through a sustainable and equitable national subsidy programme; the testing of complementary nutrition-sensitive and gender-responsive approaches; and data collection and the generation of evidence.
66. Once oil revenues increase to their pre-crisis levels and the Government is in control throughout the entire territory of Libya, WFP will plan a gradual reduction of direct support and increase its focus on capacity strengthening and social protection.

## **4. Implementation arrangements**

### **4.1 Beneficiary analysis**

67. The ICSP is the result of consultative prioritization exercises informed by available data. It prioritizes areas with high levels of vulnerability and food insecurity and large numbers of returnees and internally displaced persons. The 2018 multisector needs assessment will inform the strengthening and refinement of prioritization and targeting criteria.

68. Beneficiary selection is based on geographic and household targeting criteria using proxy indicators. Targeting criteria for vulnerable returnees, internally displaced persons and non-displaced households include households headed by a woman, a minor or an elderly person without regular income; large households without regular income, including households with pregnant and lactating women or girls, children under 2 or elderly people who are unable to care for themselves; households with one or more members with disabilities, special needs or chronic illness; and households with a low monthly income. About 35 percent of targeted households are headed by women who are the sole breadwinners in their households.
69. For activity 1 WFP will target 152,000 food-insecure internally displaced persons, registered refugees and other vulnerable people per month for unconditional transfers. For complementary school meals, 20,000 primary schoolchildren in year 1 and 40,000 in year 2 will be targeted based on geographic targeting and in coordination with the Government.
70. For activity 2, in year 1 WFP will target two groups of about 2,400 participants each for FFT activities. In year 2 the number will be increased and two groups of about 4,800 participants each will be targeted. The link between activities 1 and 2, whereby up to 30 percent of beneficiaries under activity 1 could be eligible to receive conditional support under activity 2, will allow flexibility in responding to needs as the situation develops.
71. WFP will progressively register all beneficiaries using its corporate digital beneficiary and transfer management system, SCOPE.

<b>Strategic outcome</b>	<b>Activity</b>	<b>Women</b>	<b>Men</b>	<b>Girls</b>	<b>Boys</b>	<b>Total</b>
1	1. Provide assistance to food-insecure and vulnerable people in Libya, including schoolchildren, and pilot complementary interventions that improve food security and nutrition	47 070	47 919	47 537	49 474	<b>192 000</b>
2	2. Provide skills strengthening to vulnerable communities and enhance national and local safety nets	22 296	22 699	13 222	13 783	<b>72 000</b>
3	3. Provide logistics sector services to humanitarian partners in Libya					-
	4. Provide air services for personnel and light cargo (UNHAS)					-
	5: Provide common ICT to humanitarian partners in Libya					-
<b>Total, without overlaps*</b>		<b>56 360</b>	<b>57 377</b>	<b>33 422</b>	<b>34 841</b>	<b>182 000</b>

\*Excluding beneficiaries of activity 2 because they all benefit from activity 1. Total also excludes overlap of 25 percent of schoolchildren under activity 1 whose families are supported through general food distribution under activity 1.

## **4.2 Transfers**

### ***Food and cash-based transfers***

72. WFP will select transfer modalities based on analysis of beneficiary preferences, cost efficiency and cost effectiveness and context, gender and sector (market and financial) assessments and with the aim of gradually increasing market-based transfer modalities where local markets are functioning and where the use of market-based modalities will not cause harm or reinforce inequalities. WFP will maintain the ability to switch among

modalities should market and security conditions in selected areas change. Transfer values are set in accordance with the objectives of each activity.

73. Under activity 1 WFP will provide transfers sufficient to meet up to 70 percent of households' basic needs. The food basket will comprise fortified wheat flour, pasta, beans, fortified vegetable oil and wheat-soya blends. It is expected that beneficiaries will have access to their additional daily food requirements through other means. The transfer value may be revised, depending on the outcomes of assessments or changes in the situation. In-kind assistance, commodity vouchers or value vouchers will be used and equivalent rations will be delivered by all three modalities. WFP will base its use of CBTs on the advice of the cash and market working group, continuous monitoring of market prices and analysis of the pricing and subsidy policies that are still in place. In-kind commodities will be prioritized in locations where markets are not functioning or where high food price inflation results in certain groups being unable to afford basic food items. An increasing number of beneficiaries, especially in urban areas, will receive commodity or value vouchers.
74. In addition, under activity 1 children in schools will be provided with snacks in the form of micronutrient-fortified date bars. The selection of commodities will take into account climate conditions and cultural preferences. Commodities will be sourced internationally, and regionally when available.

Under activity 2, participants in FFT activities will receive an average of USD 5.5 per day or in-kind food for an average of 40 days per year. The transfer amount is based on meeting 75 percent of household food needs for a period of up to four months. It may be adjusted on the basis of assessments and gender-responsive monitoring.

	Strategic outcome 1				Strategic outcome 2
	Activity 1				Activity 2
	Internally displaced persons	Refugees	Vulnerable households	Primary schoolchildren	Vulnerable households
	Food and CBTs	Food and CBTs	Food and CBTs	Food	Food and CBTs
Fortified wheat flour	200	200	200	-	3
Pasta	33	33	33	-	0.5
Pulses	66	66	66	-	1
Oil	30	30	30	-	0.45
SuperCereal Plus	33	33	33	-	0.5
Date bars	-	-	-	80	-
Total kcal/day	1 465	1 465	1 465	372	1 465
% kcal from protein	12.4	12.4	12.4		12.4
CBTs (USD/person/day)	0.37	0.37	0.37	-	5.5
Number of feeding days per year	360	360	360*	180	40**

\* Some vulnerable households are targeted for eight months of unconditional transfers (under activity 1) and four months conditional (under activity 2).

\*\* Number of days participants engage in FFT or FFA activities.

<b>TABLE 3: TOTAL FOOD AND CASH-BASED TRANSFER REQUIREMENTS AND VALUES</b>		
<b>Food type/cash-based transfer</b>	<b>Total (mt)</b>	<b>Total (USD)</b>
Cereals	8 648	4 074 639
Pulses	2 450	2 633 380
Oil and fats	1 113	1 258 232
Mixed and blended foods	2 132	2 077 407
<b>Total (food)</b>	<b>14 343</b>	<b>10 043 658</b>
Cash and commodity vouchers		15 958 800
<b>Total (food and CBTs value)</b>	<b>14 343</b>	<b>26 202 458</b>

### **Capacity strengthening including South–South cooperation**

75. The establishment of peace is a prerequisite for Libya's achievement of the SDGs. In the absence of peace, WFP will focus primarily on strengthening capacities for basic service delivery, providing support for livelihoods, safety nets and preparedness, fostering gender equality and building resilience at the community level. The success of efforts to strengthen institutional capacities at the national level will depend on how circumstances develop within the country.
76. WFP's approach will involve the development and implementation of pilot interventions focused on the delivery of basic services and livelihoods support that can be adopted and scaled up by national institutions in post-conflict Libya; the development of safety net systems – including data, targeting and beneficiary registration systems and delivery platforms – and ensuring their suitability for national programmes; and the involvement of local communities as well as direct beneficiaries in the management of programmes in order to promote local ownership and sustainability of the interventions.
77. In addition, WFP will collaborate with development partners and the World Bank, particularly on national safety net programmes, including food subsidies. It will seek further opportunities for South–South cooperation in order to learn from regional experiences in school feeding as part of broader safety net programmes. Planned initiatives include the participation of the Libyan Ministry of Education in an exchange of knowledge derived from regional experiences in school feeding, to be hosted by the Tunisia country office with support from the Regional Bureau in Cairo, and a study tour in Egypt.

### **4.3 Supply chain**

78. Under the ICSP, WFP will consolidate its supply chain and regularly update it in line with changing conditions in Libya. The supply chain relies on rigorous contingency planning for overcoming uncertainties related to conflict.
79. Rations are provided to beneficiaries as individual items rather than in pre-packaged form, ensuring that each item is procured at the most competitive market price either internationally or regionally.
80. The food system in and supply routes into Libya are restricted and threatened by conflict. WFP is carrying out an assessment of logistics capacities, including infrastructure and the use of Libyan ports. Based on the findings of this assessment, commodities will be imported by sea through the Libyan ports of Tripoli and Khoms serving western and southern Libya, and Benghazi serving eastern Libya. Overland delivery through Egypt and Tunisia will be maintained as a contingency plan in case of disruption of ports.

81. The augmentation of storage services at entry points into the country is critical to the successful functioning of the supply chain. WFP will rent and oversee the management of warehouses at ports of entry. Commodities will be delivered to the warehouses of cooperating partners via contracted secondary transport. As conflict poses threats to inland delivery, WFP will maintain flexibility in the planning of international and regional procurement and will adjust to changes in the situation.
82. Other contingency measures being considered include the establishment of a non-committal contracting mechanism for regional purchases. A shortlist of suppliers in Tunisia and Egypt will be regularly updated by the regional bureau in order to facilitate quick procurement in case of an emergency.

#### **4.4 Country office capacity and profile**

83. Successful implementation of the ICSP depends heavily on WFP's increased operational presence in Libya. At the beginning of 2019, the country office will consolidate its relocation to Tripoli and subsequently expand its field presence in Benghazi. The country office will augment its programming capabilities, including in vulnerability analysis and mapping, school feeding and monitoring and evaluation, through the recruitment of additional international and national staff. Workforce development for national and international staff will remain a high priority for the country office, as will staff security and staff wellness considering the highly challenging operational context and living conditions characterized by continuous airstrikes and restrictions on mobility to within locations without conflict.

#### **4.5 Partnerships**

84. WFP collaborates with national and local authorities and institutions, United Nations agencies, non-governmental organizations, civil society, the World Bank and other partners. The relocation to Tripoli presents opportunities for WFP to enter into new strategic and operational partnerships. For example, new partnerships are expected to be forged as part of the ongoing consultations on the finalization of the UNSF for 2019–2020. Work with partners will include the development of joint outputs for greater impact, focusing on the complementarities among United Nations agencies. In addition, there may be opportunities for regional partnerships, particularly with respect to the ongoing migrant crisis. Specific partnerships include the following.
85. *Coordination of the food security sector.* WFP is working with the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies and the Libyan Red Crescent on the mapping of activities, areas of operation and respective roles and responsibilities. The International Committee of the Red Cross and the Libyan Red Crescent will continue to focus on rapid response, develop a strategy for the handover of long-term support to WFP and work with WFP in supply chain management. Activities for the strengthening of national capacities will be conducted jointly using complementary competencies. WFP will strengthen its role in coordination of the food security sector, which is essential for avoiding the duplication of efforts and best responding to the needs of vulnerable populations.
86. *Coordination of the education and nutrition sector.* UNICEF is WFP's main partner in the education and nutrition sector, with planned joint activities that include nutrition surveys.
87. *Rome-based agencies.* WFP and FAO co-host the food security sector and manage the monitoring of markets and food security.
88. *Cash and market working group.* WFP will continue to strengthen cooperation within the group. It works closely with cash and markets working group partners in the REACH initiative on market monitoring, the minimum expenditure basket (which is aimed at determining the average cost of the basic needs of the target populations) and household profiling. WFP plans to strengthen collaboration with organizations implementing cash-based

interventions for boosting household expenditure, enhancing food security and promoting equitable and empowering outcomes for men and women.

89. *Support for migrants.* WFP is an active member of the mixed migration working group and will continue to advocate for better treatment of and support for migrants and to explore opportunities for providing assistance.

## **5. Performance Management and Evaluation**

### **5.1 Monitoring and evaluation arrangements**

90. WFP is committed to making continuous improvements in the timeliness, quality and gender-responsiveness of monitoring, evaluation and reporting and will continue to build the capacity of its partners in order to ensure that these aspects of their work are satisfactory. Outputs, outcomes and cross-cutting indicators related to gender equality, protection and accountability to beneficiaries will rely on primary data collected through third-party monitoring. Third-party monitors will monitor cooperating partners' targeting and distribution processes and collect information for pre-assistance baselines and post-distribution reporting. Third-party monitors will also receive feedback from beneficiaries and monitor food prices, cooperating partners' warehousing and other matters affecting operations. As well as improving the monitoring capacity of partners and strengthening oversight, WFP staff will carry out monitoring in accessible areas.
91. After validating the findings of onsite and warehouse monitoring sent by third-party monitors once a month (or after each cycle of distributions), the country office will suggest corrective actions to be taken by the cooperating partner in eight areas of improvement: site, timeliness, distribution process, procedures, protection, security, visibility and communication. Subsequent monitoring visits and spot checks at the same distribution sites will ensure steady improvement and the implementation of corrective actions.
92. In December 2017, the Libya country office engaged a Tunisian call centre to conduct process-focused monitoring surveys through monthly control calls to beneficiaries. The information gathered is intended to complement information gathered by third-party monitors. The same call centre has also been contracted to conduct twice yearly post-distribution monitoring surveys at the outcome level.
93. The country office is also planning to introduce beneficiary registration and tracking through SCOPE for increased accuracy and availability of data. To facilitate the development and use of a solid, gender-responsive monitoring, reporting and evaluation strategy, the country office plans to hire a monitoring and evaluation officer who will be tasked with the further enhancement of monitoring and evaluation activities. During implementation of the ICSP, the country office will conduct a decentralized evaluation and plans to carry out reviews of pilot interventions, which may start in the second year of ICSP implementation. Findings from the evaluation and the review will inform programme adjustments.

### **5.2 Risk management**

94. WFP maintains and monitors a risk register, which includes mitigation measures for responding to changes in the security, political and economic environments. The following are some of the major risks WFP faces in Libya.

#### ***Strategic risks***

95. *Access to affected vulnerable populations.* Insecurity, discriminatory gender norms and bureaucratic challenges may impede humanitarian access into and within Libya, preventing WFP from reaching targeted beneficiaries. To mitigate this risk, WFP will continue to work closely with humanitarian partners and the donor community in order to advocate for unrestricted humanitarian access.

96. *Insufficient funding.* The inability to deliver timely assistance to beneficiaries because of funding constraints may aggravate the negative coping strategies of vulnerable households. To mitigate this risk, WFP will strengthen communication with and reporting to donors, communicate evidence of successful interventions, develop a resource mobilization strategy for reaching new donors and partners, and develop a prioritization plan for adjusting activities to the available resources.

### **Operational risks**

97. *Limited availability and capacity of cooperating partners.* The limited number of national and international non-governmental organizations in Libya and their capacity constraints, including in gender-transformative programming, may lead to delayed implementation of activities or the delivery of low quality support to targeted beneficiaries. To mitigate this risk, WFP will engage in a partner review, the identification of potential new partners, and capacity building for existing partners.
98. *Pipeline breaks and the supply chain.* Delays in procurement, customs procedures at the border with Tunisia, temporary closure of the border with Tunisia and delays in transshipment may hinder the delivery of humanitarian cargo and delay the distribution of food to WFP beneficiaries. To mitigate the risk, WFP will strengthen supply planning and diversify procurement, potentially by initiating local procurement, and entry ports.
99. *Rollout of the use of CBTs.* The unavailability of food items on the local market and high food inflation may have negative impacts on the rollout of CBTs. To mitigate this risk, the food basket for CBT beneficiaries is based on commodity groups, rather than specific commodities. There is also the potential for negative impact if the rollout of CBTs is not informed by gender analysis. WFP will mitigate these risks by undertaking assessments and systematic market monitoring, including of prices, food imports and the overall functioning of markets.
100. *Insufficient data.* The complex nature of the crisis in Libya and deficiencies in the available data affect WFP's ability to collect data for assessments and programme monitoring, with potential impacts on the delivery of assistance and on results reporting. To mitigate the risk, WFP will follow a gradual and cautious approach, first re-establishing its presence in the country then investing in data collection and analysis and piloting complementary and new interventions before bringing them to scale.

## **6. Resources for Results**

### **6.1 Country portfolio budget**

<b>Strategic outcome</b>	<b>Year 1 2019</b>	<b>Year 2 2020</b>	<b>Total</b>
1	19 245 845	19 544 596	<b>38 790 442</b>
2	1 927 105	3 004 960	<b>4 932 065</b>
3	8 767 745	8 026 914	<b>16 794 659</b>
<b>Total</b>	<b>29 940 696</b>	<b>30 576 471</b>	<b>60 517 166</b>

101. The largest share of the ICSP's budget is dedicated to strategic outcome 1, under which WFP provides food assistance to vulnerable households. There is an increase in work towards this outcome in year 2 as WFP plans to expand its provision of food assistance to schoolchildren and vulnerable households. Strategic outcomes 2 and 3 are new and based on the increased opportunities arising from the relocation of the Libya country office to Tripoli and the nascent possibilities in recovery interventions. Resources will also be allocated to the implementation of interventions that support progress in gender equality.

## **6.2 Resourcing outlook**

102. The total budget for the CSP is USD 60.5 million. While the current donor base for WFP's emergency operations in Libya is limited, the strategic outcomes of the ICSP are in line with donors' interests, offering opportunities for mobilizing funds. In recent months, following its re-entry into Tripoli, WFP has held discussions with representatives of existing and potential donors at different levels, resulting in donors expressing interest in re-engaging with WFP and possibly providing resources for WFP's new programmatic approach in Libya.

As the ICSP already targets only the most vulnerable people among those identified as food-insecure, insufficient funding, especially for strategic outcome 1, will result in further prioritization of WFP's humanitarian assistance. Such prioritization will be analysed in the country operations management plan.

## **6.3 Resource mobilization strategy**

103. WFP aims to secure adequate funding for the achievement of all of the ICSP's outcomes by strengthening advocacy and communication channels, demonstrating results and impact and generating evidence. To this end, the country office will develop a resource mobilization strategy and a partnership action plan that provide a comprehensive and consolidated framework for resource mobilization and partnerships under the ICSP. The strategy will include efforts to diversify the donor base through the cultivation and maintenance of relationships with existing donors, re-engagement with past donors, and the building of relationships and identification of synergies with potential donors whose interests align with WFP's work in Libya.
104. WFP will also maintain its periodic donor briefings in order to ensure regular, transparent and thorough communication with donors.

**ANNEX I****LOGICAL FRAMEWORK FOR LIBYA INTERIM COUNTRY STRATEGIC PLAN (2019–2020)****Strategic Goal 1: Support countries to achieve zero hunger****Strategic Objective 1: End hunger by protecting access to food****Strategic Result 1: Everyone has access to food**

**Strategic outcome 1: Crisis-affected vulnerable populations in Libya, including schoolchildren, have access to sufficient and nutritious food during and in the aftermath of crises**

Outcome category:

Maintained/enhanced individual and household access to adequate food

Nutrition sensitive

Focus area: crisis response

**Assumptions**

Security situation is maintained at status quo, no further deterioration.

**Outcome indicators**

Consumption-based Coping Strategy Index (Average)

Enrolment rate

Food Consumption Score

Livelihood-based Coping Strategy Index (Percentage of households using coping strategies)

**Activities and outputs****1 Provide assistance to food-insecure and vulnerable people in Libya, including schoolchildren, and pilot complementary interventions that improve food security and nutrition (URT: Unconditional resource transfers to support access to food)**

Children attending school in targeted areas receive nutritious food that meets their food requirements (A: Resources transferred)

Crisis-affected populations receive regular and timely food assistance through in-kind or cash-based transfers that meets their basic food and nutrition needs (A: Resources transferred)

**Strategic outcome 2: Vulnerable populations across Libya have strengthened livelihoods and restored access to basic services all year**

Outcome category:  
Maintained/enhanced  
individual and household  
access to adequate food

Focus area: resilience  
building

**Assumptions**

No security issues

**Outcome indicators**

Food Consumption Score

Proportion of the population in targeted communities reporting benefits from an enhanced asset base

**Activities and outputs****2. Provide skills strengthening to vulnerable communities and enhance national and local safety nets (ACL: Asset creation and livelihood support activities)**

Targeted beneficiaries have strengthened human, social and financial capital through vocational training in order to strengthen their self-reliance (C: Capacity development and technical support provided)

Targeted beneficiaries receive food assistance through conditional in-kind or cash-based transfers to meet their food requirements (A: Resources transferred)

Vulnerable communities benefit from strengthened systems and capacities of local and national partners that increase access to adequate social safety nets (C: Capacity development and technical support provided)

**Strategic Goal 2: Partner to support implementation of the SDGs****Strategic Objective 5: Partner for SDG results****Strategic Result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs**

**Strategic outcome 3: The humanitarian community in Libya has strengthened capacity to assist vulnerable populations during and in the aftermath of crises**

Outcome category:  
Enhanced common  
coordination platforms

Focus area: crisis response

**Assumptions**

No security issues

**Outcome indicators**

User satisfaction rate

**Activities and outputs****4. Provide air services for personnel and light cargo (UNHAS) (CPA: Service provision and platforms activities)**

Crisis-affected populations benefit from the availability of humanitarian air services for the safe transportation of humanitarian staff and the timely delivery of humanitarian assistance (H: Shared services and platforms provided)

**5. Provide common ICT to humanitarian partners in Libya (CPA: Service provision and platforms activities)**

Humanitarian community meet their common ICT service needs to maximize the effectiveness of their response (H: Shared services and platforms provided)

**3. Provide logistics sector services to humanitarian partners in Libya (CPA: Service provision and platforms activities)**

Crisis-affected populations benefit from enhanced capacity of humanitarian partners achieved through logistics coordination and services (H: Shared services and platforms provided)

**Strategic Goal 1: Support countries to achieve zero hunger****C.1. Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences****Cross-cutting indicators**

C.1.1: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

C.1.2: Proportion of activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

**C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity****Cross-cutting indicators**

C.2.1: Proportion of targeted people receiving assistance without safety challenges

**C.3. Improved gender equality and women's empowerment among WFP-assisted population****Cross-cutting indicators**

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

C.3.2: Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women

C.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity

## ANNEX II

<b>INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)</b>				
	<b>Strategic Result 1 SDG target 2.1</b>	<b>Strategic Result 1 SDG target 2.1</b>	<b>Strategic Result 8 SDG target 17.16</b>	<b>Total</b>
	<b>Strategic outcome 1</b>	<b>Strategic outcome 2</b>	<b>Strategic outcome 3</b>	
Transfers	29 696 609	3 387 986	14 192 492	<b>47 277 088</b>
Implementation	3 088 478	783 025	0	<b>3 871 503</b>
Adjusted direct support costs	3 637 863	460 036	1 577 141	<b>5 675 039</b>
<b>Subtotal</b>	<b>36 422 950</b>	<b>4 631 047</b>	<b>15 769 633</b>	<b>56 823 630</b>
Indirect support costs (6.5%)	2 367 492	301 018	1 025 026	<b>3 693 536</b>
<b>Total</b>	<b>38 790 442</b>	<b>4 932 065</b>	<b>16 794 659</b>	<b>60 517 166</b>

**Acronyms used in the document**

ACLED	Armed Conflict Location and Event Data Project
CBT	cash-based transfer
FAO	Food and Agriculture Organization of the United Nations
FFA	food assistance for assets
FFT	food assistance for training
HRP	Human response plan
ICSP	interim country strategic plan
IOM	International Organization for Migration
SDG	Sustainable Development Goal
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNHAS	United Nations Humanitarian Air Service
UNHCR	Office of the United Nations High Commissioner for Refugees
UNSF	United Nations strategic framework
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
REACH	Renewed Efforts Against Child Hunger and Undernutrition