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LIVES

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## Provision of Humanitarian Air Services in Libya

### Standard Project Report 2018

World Food Programme in Libya (LY)



World Food  
Programme

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# Country Context and WFP Objectives



## Achievements at Country Level

2018 was a landmark year for WFP in Libya. Following the lifting of the evacuation status in Tripoli in February, WFP Libya initiated active re-entry into the country. Despite persisting political instability and a volatile security situation, WFP reshaped its in-country assistance to focus on initiatives designed to support families in need, preparations to strengthen social safety nets and start livelihoods activities and continuing to provide emergency food assistance. With the support from the UN Country team, WFP established the Logistics and Emergency Telecommunication (ETC) sectors, and successfully launched the UN Humanitarian Air Service (UNHAS), providing safe and reliable air access for the humanitarian community to reach the most vulnerable people and communities in Libya.

After the lifting of the evacuation status, WFP immediately hired national staff and intensified rotating missions of international staff from Tunis to Tripoli. Reliant on a stable security environment in Libya, which continues to be tenuous due to sporadic instances of violence, WFP plans to be fully relocated in-country in 2019, with an expansion into Benghazi, in the East of the country.

WFP has actively taken steps to ensure not only operational viability in Libya, but also the expansion of its operation into other parts of the country. In July, WFP met with the Mayor of Benghazi to discuss how best to support the

country [1], as well as meeting with the Port of Benghazi Maritime Authority to discuss issues relating to the port, which remains a critical entry point for food and other humanitarian commodities entering the country. Through its coordination of the ETC sector, WFP led the UNCT-wide project to establish a humanitarian hub in Benghazi, and as of the end of 2018 had set up an initial base for the coordination of assistance efforts. The operation continues to work with local authorities, cooperating partners, and the humanitarian community to safely expand the hub and re-establish the port's capacity.

Many of the new modalities designed for the Interim Country Strategic Plan, which will replace the emergency operation in the coming year, were put in place in 2018. Following a feasibility study and the development of an initial proposal, WFP took the first steps in developing a cash-based transfer pilot. Moreover, WFP explored the positive contribution of a school feeding programme, as well as taking the lead in the Food Security sector. In starting an open dialogue with donors, line ministries, and the Central Bank of Libya on re-designing social safety net programmes in a more strategic way, WFP also agreed with the World Bank on a collective effort for the mapping of social safety net programmes in Libya; closer linking school feeding programmes with social safety net activities and enhancing delivery and payment systems.

[1] <https://www.wfp.org/news/news-release/wfp-meets-benghazi-mayor-it-expands-its-support-conflict-hit-libya>

## Country Context and Response of the Government

Despite the signing of the Libyan Political Agreement in December 2015, which aimed to end hostilities and bring unity to the country, conflict, rivalries, and parallel institutions continue to hinder positive steps, enshrined in the agreement. Political instability has led to financial crisis, currency devaluation, and the inflation of food and fuel prices. While most families report that food is generally available, rising food prices and inability to access cash, due to state liquidity, have affected their access to food [1].

According to the 2019 Humanitarian Needs Overview (HNO), more than 820,000 people are in need of humanitarian assistance in Libya, including 543,000 men and 280,000 women; of the overall total, 248,000 are children. A multi-sectoral needs assessment conducted at the end of 2018 identified 12 percent of Libyan households as food insecure, while a substantial 70 percent of households being vulnerable to food insecurity [2]. Food assistance to the most vulnerable populations remains critical in order to prevent an increase in negative coping strategies, such as begging borrowing of money, further exacerbating an already situation. WFP and the humanitarian community continue to work towards the re-establishment of basic services, as the peace process moves forward.

Prior to the crisis, the Government of Libya provided citizens with free healthcare and education, public sector jobs, food, and fuel subsidies, through a series of elaborate state-wide social safety net programmes. Provision of this safety net was heavily financed through the state oil revenue, accounting for half of gross domestic product [3]. Libya's crude oil production has fallen from 1.6 million barrels per day in 2011 to 670,000 barrels per day in July 2018 [4]. This has significantly affected the state's capacity to provide social assistance; further exacerbated by a 25.7 percent inflation rate in January 2018, its joint lowest level in 12 months, driven by high food prices [5].

Deteriorating socio-economic conditions significantly affected the lives of unaccompanied children, with child-labour and child recruitment by militia groups among the most serious protection concerns of the humanitarian community. Marginalised groups, such as adolescent girls, continue to be at risk of early or forced marriage, negating possibilities for upwards social mobility including access to education.

In Libya, access to food is determined by household income, as domestic food production is negligible. Consequently, there is a direct correlation between food security and access to liquidity from the banking system; an estimated 87 percent of families rely on the Government for their salaries [6]. Ports, border crossings to Egypt and Tunisia, and internal supply routes within Libya, are vital to ensure a functioning food market. At present, control of critical infrastructure such as ports and mills are in the hands of unofficial groups. The risk of disruption to import lines due to conflict is significant, previously resulting in food shortages, rising food prices, and exacerbated conflict-related food insecurity.

In early 2018 the Government's national subsidy system, the Price Stability Fund, managed by Ministry of Economy, which supply bakeries and retailers with subsidised flour, began to face major difficulties. This was in part due to the diversion of subsidised wheat and wheat flour by mills and bakeries; food items were purchased by non-existing 'ghost' bakeries or smuggled into neighbouring countries. In order to combat this phenomenon, the Government introduced new fees on importing food items. The price of wheat flour rose 39 percent between January and August 2018 and the number of pieces of bread provided in a 1-Libyan Dinar bag decreased from 5-6 to 2-3 during the same period [7]. This action saw prices stabilise between September and December.

- [1] Draft Libya Multi Sectoral Needs Assessment, November 2018
- [2] Draft Libya Multi Sectoral Needs Assessment, November 2018
- [3] World Bank. 2017, Draft Libya Joint Country Assessment 2017.
- [4] Organisation of Petroleum Exporting Countries
- [5] Libya Bureau of Statistics and Census
- [6] Draft Libya Multi Sectoral Needs Assessment, November 2018
- [7] Libya Cash and Markets Working Group (CMWG), January - June 2018 Trends Analysis, REACH and the Libya CMWG, September 2018

## WFP Objectives and Strategic Coordination

WFP has been successful in addressing key food gaps for food insecure Libyans in 2018, despite the ongoing conflict, state-wide liquidity challenges, and the inflation of food prices reducing access to markets. While food insecure people in more stable areas received monthly food entitlements, Libya's objective of achieving Sustainable Development Goal (SDG) 2: Zero Hunger by 2030 faced a series set-backs in 2018. In Tripoli alone, where meals became less frequent and of lower nutritional diversity, use of negative coping strategies including credit purchased foods and skipping meals increased substantially. Nonetheless, WFP continued to work towards its objective in 2018, ensuring crisis-affected vulnerable populations had access to sufficient and nutritious food, while also supporting the humanitarian community in strengthening its capacity to assist vulnerable populations throughout Libya.

In line with SDG 17: Partnerships for the Goals, WFP has worked with UNICEF and UNFPA to operationalise the Rapid Response Mechanism (RRM). In this capacity, WFP plans to provide first-line humanitarian assistance to 20,000 people fleeing conflicted-affected areas. WFP initiated South-South cooperation efforts in 2018 in order to learn from regional experiences in school feeding programmes, in the context of a broader safety net that encompasses support for children and their specific needs. The Libyan Ministry of Education participated in knowledge-exchange activities with the Government of Egypt, based on experiences with school meals programmes in Egypt. The Ministry of Education was motivated to learn more about the specifications on the nutritional value of school feeding entitlements, supply chain management, funding and budgeting, monitoring and accountability, and community participation, through best practice and lessons learned exchanges with WFP. Subsequently, a WFP pilot for a school feeding activity has been planned for early 2019.

Under the 2018 Humanitarian Response Plan, coordinated by the Libya United Nations Country Team (UNCT), WFP focused on the protection of vulnerable communities, enhanced access to basic services, and improved capacity and accountability of the humanitarian response. The introduction of the United Nations Humanitarian Air Service (UNHAS), facilitated by the WFP-led Logistics sector, and the Emergency Telecommunications sector, also WFP-led, were crucial in improving the capacity and capability of the humanitarian and development community's response in Libya.

WFP's in-country presence, which expanded in 2018, supported the United Nations efforts in line with its comparative advantage, which includes extensive experience in vulnerability assessments in conflict situations, the ability to scale assistance up, and to work across the humanitarian-development-peace nexus. As WFP plans to expand its in-country presence, it looks to strengthen the capacity of cooperating partners and improve assessment and monitoring arrangements. Positive steps were taken during 2018, including WFP's participation in the UNCT Cash and Markets Working Group.

# Country Resources and Results

## Resources for Results

To regain trust from donors in its capacities for monitoring, needs assessments, and data analysis, WFP reshaped its operational response in Libya, establishing an office in Tripoli after the lifting of the evacuation status and set up a United Nations operational hub in the eastern city of Benghazi.

WFP Libya's humanitarian operation was only able to secure 28 percent of the planned funding for 2018 – leading to pipeline breaks. To lessen the adverse effects act of a pipeline break in September, following armed clashes in Tripoli, WFP prioritised food assistance to newly-displaced populations and coordinated the coverage of humanitarian assistance with other partners. Multilateral funding received enabled WFP to carry out essential preparation for the scale-up of operations in 2019. Furthermore, in order to increase funding for the next 12 months, a fundraising strategy was prepared during the last quarter of 2018. In parallel, WFP Libya developed a prioritisation strategy in the Country Operation Management Plan.

A major budget revision for the emergency operation came into effect in July; targeting 175,000 people in need, including internally displaced persons (IDPs), returnees, refugees/asylum seekers, and other vulnerable populations not previously included in the assistance, such as vulnerable non-displaced people. The budget revision was initiated in order to align and broaden programmes within WFP Libya's Interim Country Strategic Plan, as part of WFP's broader alignment with the Sustainable Development Goals (SDGs). This allows WFP to reach a higher number of vulnerable populations and diversify programmatic options, such as cash-based transfers (CBT). This represented a 22 percent increase in operational requirements. The revision also left space for emergency ad-hoc support to other populations, including migrants. Accordingly, and in response to intense clashes in Tripoli in September, WFP handed over enough food items to the UN High Commissioner for Refugee Agency (UNHCR) to assist 2,900 migrants in detention centres who had been left without food assistance. Following the signing of the budget revision, some 30,000 non-displaced populations began receiving WFP food assistance.

During 2018, WFP Libya increased its staffing numbers considerably, thanks to its establishment of services designed to enhance the capacity of humanitarian partners through the provision of logistics and emergency telecommunications sector services, and air services for the humanitarian and donor community (UNHAS). WFP also worked to augment the informational capability of the UN country team through the support of several assessments, including the multi-sectoral needs assessment. This began and will continue to benefit crisis-affected populations through the enhanced understanding of beneficiary needs and detail the response of humanitarian actors and partners.

Despite a continuously deteriorating security situation, WFP worked to mitigate access issues through the strengthening of its supply chain, working to improve its processes to ensure access and continuity of operations during occasional closures of the border between Libya and Tunisia, and when clashes made routes inaccessible by trucks. The introduction of a supply chain strategy in 2018 has also improved operational expenditure.

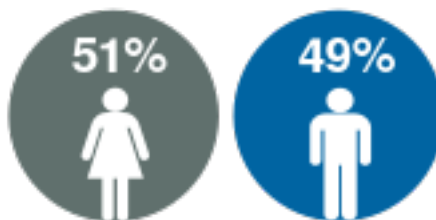
With the support of contributions from Canada, the European Commission, Italy, Japan, the Central Emergency Response Plan (CERF), Norway, and PepsiCo, WFP has contributed towards the positive outcome of the lives and livelihoods of the most vulnerable and food-insecure people and communities. In addition, WFP was able to strengthen information management to further hone the humanitarian response, establishing a coordinated humanitarian effort and removing overlaps of assistance.



## Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	9,598	9,874	19,472
Children (5-18 years)	23,675	23,872	47,547
Adults (18 years plus)	45,383	49,587	94,970

Beneficiaries	Male	Female	Total
Total number of beneficiaries in 2018	78,656	83,333	161,989



## Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country EMOP	-	713	-	-	7,482	8,195
<b>Total Food Distributed in 2018</b>	-	<b>713</b>	-	-	<b>7,482</b>	<b>8,195</b>

## Supply Chain

Subjected to years of conflict, a reliance on key state institutions for access to- and provision of crucial data has been challenging. As a result, and to support the humanitarian community's supply chain operations in Libya, WFP established the Logistics Sector in October 2018 to strengthen logistics information management and coordination.

During 2018, all procured food commodities came from Turkey and were then shipped across the Mediterranean Sea to Tunisia. Commodities were selected based on cost effectiveness and beneficiary feedback and preferences. A total of 7,408 mt of commodities were procured over the course of 2018.

Due to operational challenges, all procured commodities were shipped to Sfax in Tunisia and then transported by road across the border to Tripoli and other destinations to cover western and southern Libya. The Egyptian route, via Alexandria, remained a contingency option for the procurement of commodities in eastern Libya.

The Logistics Sector was activated to enable the scaling up of logistics information management and coordination, as organisations began relocating back to Libya and scaling up their presence into previously inaccessible areas, responding to growing humanitarian needs. The requirement for greater coordination between humanitarian actors and necessity for timely and reliable information to support the supply chain functions of humanitarian actors is under revision to increase operational capacity.

The mapping of logistics infrastructure such as, entry points and access roads, in conjunction with the preparation of up-to-date guidance and Standard Operating Procedures (SOPs) on customs regulations and clearance procedures, improved the overall predictability, timeliness, and efficiency of the importation of humanitarian cargo.

According to national legislation, all humanitarian cargo is exempted from duties and taxes through certificates from the Ministry of Foreign Affairs. Once customs clears the cargo, the Food and Drug Control Centre tests the commodities, confirms the compliance of the shipment with Libyan standards, and issues the final release [1].

In 2018, WFP finalised its new Supply Chain strategy, through which the organisation will be able to save more than USD 500,000 per year from 2019 onwards. This will be achieved by shipping directly to Tripoli and Benghazi, rather

than to Tunisia first. This strategy includes tendering for logistics services inside Libya, following a cost effectiveness assessment of any new processes, whether transportation, warehousing or repackaging. Although WFP does not have its own warehouses inside Libya, it conducts regular monitoring of partner storage facilities through a third-party and verified by WFP staff in-country to account for storage monitoring reports. Commodity dispatches inside Libya are also handled by cooperating partners. The use of local cooperating partners means that WFP assistance can get to vulnerable people in hard-to-reach areas.

In 2018, WFP Supply Chain conducted a feasibility assessment as part of coordinated multi-functional review to warrant a potential introduction of cash-based transfer assistance in Libya. The objective of the assessment was to study the capacity of the markets and retail sectors, and a procurement option analysis in order understand which transfer modality options are feasible, whilst identifying related operational risks and associated mitigating measures.

[1] Logistics Capacity Assessment – Tripoli Port Assessment



## Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Beans	-	418	418
Chickpeas	-	244	244
High Energy Biscuits	-	10	10
Pasta	-	1,988	1,988
Processed Tomato	-	212	212
Rice	-	1,988	1,988
Sugar	-	265	265
Vegetable Oil	-	603	603
Wheat Flour	-	1,590	1,590
<b>Total</b>	-	<b>7,317</b>	<b>7,317</b>
<b>Percentage</b>	-	<b>100.0%</b>	

## Implementation of Evaluation Recommendations and Lessons Learned

Re-establishing a full presence in Tripoli and gradually to other areas in Libya is crucial for consolidating WFP's role as a key partner to achieving Zero Hunger in Libya. In 2018, WFP Libya launched an internal review to assess programmatic risks and mitigating measures, prior to the planned introduction and scale-up of several activities in 2019.

Challenges such as insecurity and discriminatory gender norms affected WFP's access to affected vulnerable populations. To mitigate this risk, WFP continues to work closely with humanitarian partners and the donor community to advocate for unrestricted humanitarian access and has developed a Gender Transformation Programme to help WFP assist vulnerable communities.

The inability to deliver assistance to beneficiaries in a timely manner due to three pipeline breaks in 2018 may have affected the negative coping of vulnerable households. WFP has therefore strengthened communication and reporting to donors, developed a resource mobilisation strategy to reach new donors and partners, and prepared a prioritisation plan to adjust to available resources.



The limited number of national and international NGOs in Libya and their capacity constraints, including on gender transformative programming, may lead to delayed implementation or low quality of support reaching targeted beneficiaries. As such, WFP has engaged in a partner review and identification of new potential partners, as well as capacity development of existing partners, through workshops and trainings.

Delays in procurement, customs procedures at the Tunisian border, temporary border closures with Tunisia and delays in trans-shipment hindered the delivery of humanitarian cargo and delayed the distribution of food to WFP beneficiaries. WFP began implementing a supply chain strategy in order to avoid such delays and activated the Logistics Sector to boost the information management and coordination capacity in the country.

Following challenges identified, including holding cooperating partners accountable for the accuracy of beneficiary data, WFP aims to roll-out its corporate beneficiary transfer and management platform, SCOPE, in 2019. Corporate accountability was further strengthened with the improvement of a gender-sensitive complaints and feedback mechanism.

A formal WFP audit took place at the end of 2018 and key findings and lessons learned will be finalised in 2019. These will form a new baseline of risks for WFP Libya to address.

# Project Results

## Activities and Operational Partnerships

In May 2018, the World Food Programme (WFP) responded to the distinct needs of the humanitarian and donor community by launching Special Operation 201123, the provision of a humanitarian air service for Libya. The United Nations Humanitarian Air Service (UNHAS) enables aid workers to reach affected populations in locations which are difficult to reach in an unstable security environment. Without air access, it can be impossible for humanitarian organisations, including UN and NGO agencies and donor entities working in Libya, to reach people in need.

At the time of the launch of UNHAS in Libya, the plan was to provide the service to at least 50 UN and NGO partners, all of whom travel regularly between Libya and Tunisia, where many of the humanitarian community maintain an operational base. To date, flight routes provided by UNHAS are from Tunis to Tripoli, Benghazi and Misratah. Flight frequency and destinations are based on demand from the humanitarian community; though UNHAS schedules makes round-trip flights to the three destinations on a weekly basis, while also catering to ad-hoc requests. The operation continues to expand based on the needs of the humanitarian and donor community, connecting Libyan cities from the West to the East.

The operational fleet consists of one turboprop aircraft (19-seater Beechcraft 1900). The aircraft was strategically based in Tunis, from where it provided shuttle services from Tunis to locations throughout Libya. UNHAS staff were deployed in Tunis and Tripoli to manage the humanitarian service. UNHAS worked with the civil aviation authorities in Tunisia and Libya to facilitate humanitarian movements. When Tripoli airport closed in September 2018, Zawara airport was used to continue humanitarian access in Libya. This continued between 20 September and 16 October 2018.

The service was open to all humanitarian organisations; operations providing humanitarian assistance across all sectors have benefited from the establishment of UNHAS in Libya. In order to ascertain the effectiveness of this service, a needs assessment survey circulated to clients of UNHAS. Results indicated that almost 90 percent of the survey respondents highlighted the importance of, and continued need for, the humanitarian air services.

## Results

When the United Nations Humanitarian Air Service (UNHAS) launched its first passenger flight supporting humanitarian operations in Libya on 25 September 2018, UNHAS aimed to support 50 organisations by the end of the year. By 31 December 2018, 37 agencies registered with the service, enabling their staff to use UNHAS to rapidly travel to Tripoli, Benghazi and Misratah. Likewise, UNHAS aimed to transport 225 passengers per month once the operation was underway, and reached 246 individual monthly passengers by December 2018, exceeding its initial target.

By reaching Zawara, Misratah, and Benghazi, based on humanitarian need and demand, UNHAS actively contributed to was able to prove its added value to dozens of organisations and hundreds of humanitarian workers, with UNHAS facilitating access according to the needs of the humanitarian community.

As awareness of the UNHAS service grew among the humanitarian community, the number of passengers gradually increased on a month by month basis. A favourable outcome of this was a renewed interest in the number of organisation reassessing the feasibility to work within Libya, providing a more direct means of humanitarian assistance. Should there be an increased need from the community, UNHAS remains positioned to provide stand-by capacity for the relocation of humanitarian workers, as and when required.

As part of the monthly Logistics Sector coordination meeting, UNHAS conducted needs assessments at the monthly User Group Committees, noting flight requests from the humanitarian community. During the four meetings held in 2018, flights to Zawara, Misratah, Tripoli-Mitiga, Benghazi, and Tunis, were requested and facilitated. In total, 97 percent of all booking requests were met, exceeding the target of 95 percent. Through the internal user feedback mechanism, 80 percent of the passengers reported that they were satisfied with the availability of destinations being reached by UNHAS.

# Figures and Indicators

## Data Notes

Cover page photo:

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The WFP Libya UNHAS flight takes off from Zwara, Libya, on its maiden voyage.

## Project Indicators

### Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
<b>CRF SO5-SR8: Service Delivery General</b>				
Amount of light cargo transported	metric ton	14	-	-
Number of humanitarian organizations utilizing the service	agency/organization	50	24	48.0%
Number of needs assessments carried out	assessment	4	4	100.0%
Number of passengers transported	individual	225	246	109.3%
Percentage of passenger bookings served	%	95	97	102.1%
Percentage response to medical and security evacuation	%	100	100	100.0%