

PROFORMA FOR EMOP SUBMISSION

Emergency Operation in Egypt 200835

Title: Assistance to Egyptian returnees from Libya	
Number of beneficiaries	60,000
Duration of project (starting date – end date)	01 May 2015 –31 July 2015
Gender Marker Code * ¹	
WFP food tonnage	-

Cost (United States dollars)	
Food and Related Costs	-
Cash and Vouchers and Related Costs	2,208,148
Capacity Development and Augmentation	-
Direct Support Costs	429,573
Indirect Support Costs	184,640
Total cost to WFP	2,822,361

EXECUTIVE SUMMARY

1. Libya is undergoing considerable political unrest and violence has escalated throughout 2014 and into 2015. Three years on from the international community's intervention in Libya, the country finds itself in complete disarray with the state apparatus crumpled.
2. According to the Ministry of Foreign Affairs of Egypt, Libya hosts around 1.6 million Egyptians. Due to the escalation of armed conflict inside Libya, violence against Egyptian migrant workers, and especially following the execution of 21 Egyptian citizens in mid-February 2015, thousands of Egyptians have been forced to leave their jobs and belongings and return to Egypt.
3. In August 2014 nearly 50,000 Egyptians arrived at the Musaid-Salloum border crossing were supported to return to Egypt. The Egyptian Government project that

¹ See [WFP Gender Marker Guide](#) and [PGM: Gender Marker Guide](#) for how to calculate a Gender Marker Code

the number of economic migrants returning to Egypt will reach as much as 500,000 people by the end of 2015.

4. Returnees arrive in Egypt with limited or no means of subsistence and face the challenge of finding employment. Most returnees are low-skilled labourers originating from the economically stressed region of Upper Egypt whose villages of origin have few economic prospects. As such, there is an immediate need to support vulnerable and food-insecure Egyptian returnees in a context of rising food prices and an already overstretched social and economic system.
5. In response to this crisis, the Government of Egypt has requested WFP's assistance to support an estimated 60,000 returnees affected by the conflict through a three month Emergency Operation (EMOP).
6. The EMOP will deliver food vouchers to quickly and efficiently provide support to vulnerable returnees on a short-term basis for a three month period. Longer term assistance is not foreseen to be required as it is expected that these returnees will be assisted through the ongoing WFP Country Programme (200238) with Food for Training and Food for Education activities, which will support returnees to reintegrate into their communities.
7. The targeting of beneficiaries will be done in consultation with the Ministry of Manpower and Migration (MOMM) and the Ministry of Social Solidarity (MOSS), and local community representatives, whilst identifying those most vulnerable to food shortages and insecurity.
8. The EMOP will address WFP Strategic Objective 1: "Save lives and protect livelihoods in emergencies" specifically to reduce food insecurity and stabilize the nutritional status of returnees, refugees and other vulnerable groups.

SITUATION ANALYSIS

Context

9. Libya is undergoing prolonged political upheaval and violence and stands today at the brink of civil war. The United Nations-backed Government appointed by the elected House of Representatives fled to the eastern city of Tobruk after it was driven out of Tripoli in August 2014 by Islamic militia, and extremist groups continue to gain power and influence as the Government is unable to secure the country.
10. WFP emergency reports on Libya indicate that job opportunities that initially attracted so many migrant workers, especially Egyptians, to Libya, are now becoming unavailable. Continuous conflict is threatening the food security and livelihoods of the most vulnerable. Many embassies have closed, the United Nations Country Team (UNCT) in Libya was evacuated and is operating out of Tunisia, and the country has become increasingly inaccessible.
11. According to the Egyptian Ministry of Foreign Affairs, Libya hosts 1.6 million Egyptian migrant workers. Due to the escalation of armed conflict and kidnappings of migrant workers, thousands of Egyptians have been forced to leave their jobs and belongings, and return to Egypt.
12. The Egyptian Government is exercising ongoing efforts to evacuate the Egyptians from Salloum border. The Ministry for Foreign Affairs sent a consular team to the

Tunisian-Egyptian border to facilitate the evacuation of the Egyptians wishing to leave Libya. The Egyptian Government has further engaged in communication with officials in Tunisia to facilitate the evacuation of Egyptians from the border area.

13. Egyptians have either returned through the Salloum border crossing, which connects Egypt to Libya, or by crossing into Tunisia and flying back to Egypt through an emergency airlift established by the Egyptian Government. However, deterioration of the situation in Libya has affected the Egypt-Libya border and the Salloum border was closed for over a month in August 2014. Further border closures pose a threat to the safe return of Egyptian migrants.
14. Due to escalation of violence since 2014 and especially following the execution of 21 Egyptian nationals in mid-February 2015, the Egyptian President has applied a travel ban on Egyptian citizens travelling to Libya and the number of returnees is expected to increase during the coming period. The Egyptian Government anticipates the number of returnees to increase to as many as 500,000 by the end of 2015, especially with the Egyptian President's decision to enforce a travel ban on Egyptians wishing to enter Libya.
15. Egypt faces several development challenges despite its status as a middle income country and this influx could have a significant impact on Egypt's already faltering economy. Almost 23 million people are between the ages of 18 and 29, of whom 12 million are unemployed and living in poverty. The Egyptian Chamber of Commerce anticipates that the increasing number of returnees will likely further affect levels of unemployment in Egypt, which, despite having dropped from 13 percent to 12 percent according to Government reports, is still significantly high, specifically among young people.
16. The Egyptian Foreign Ministry has established the Emergency Crisis Cell, a coordination mechanism with all Government ministries and organizations to harmonize the governmental response. The Government is keen to assist and support the large number of returnees who left Libya, and are now facing numerous challenges to find new job opportunities. To be able to reach them, MOMM is registering returnees in all of Egypt's governorates (see table below).
17. There is an immediate need to support vulnerable and food-insecure Egyptian returnees in a context of rising food prices and an overstretched social and economic system with high unemployment rates.
18. In 2011-12, WFP supported over a 1.5 million people in Libya affected by the conflict. WFP also provided over 2.6 million cooked meals to Third Country Nationals (TCN) who fled to Tunisia and Egypt, as well as food packages to over 430,000 nationals of the two countries who also left Libya under a Regional EMOP. Contrary to the 2011 crisis, the current emergency in Libya has not had the same number of refugees or TCN needing support and a regional operation has not been launched. In support of internally displaced people within Libya, WFP is implementing an EMOP 200776, "Assistance to people affected by the crisis in Libya" aiming to support a monthly average 115,000 beneficiaries (November 2014 – September 2015).

The Food Security and Nutrition Situation

19. Egypt has been suffering from slow economic growth since January 2011. Persistently high levels of unemployment have accompanied the economic slowdown. The overall fiscal deficit and fiscal debt ratios continue to increase, limiting the fiscal space for enhancing and scaling up the existing safety net programmes.
20. Poverty rates have been increasing since 2009, reaching 26 percent in 2013. Nearly 4 million Egyptians live in extreme poverty while about 20 million, or 25 percent of the population, live below the poverty line. The current economic situation, high unemployment rates and increasing costs of living in Egypt are challenging the ability of vulnerable households to withstand shocks and cope to fulfil their basic needs. The Egyptian Food Observatory shows that the most vulnerable households in the poorest areas of Egypt are facing critical challenge: 80 percent of the surveyed households reported that their incomes could not cover their basic needs, of which 63 percent could not meet their basic food needs (2013).
21. Upper Egypt remains the most vulnerable region, with 50 percent of its population unable to meet their basic food and non-food needs. Rural Upper Egypt is the origin of most returnees from Libya and it is anticipated that the capacity of their communities and ability to provide food security and support is limited.
22. Considering that the average Egyptian household spends more than 40 percent of its income on food, rising to more than 60 percent for the poorest families, increasing food prices pose a significant risk for returnees.
23. According to Government sources, needs are expanding among the increasing population of returnees and their families. Further to consultations with Government, it is estimated that a vulnerable returnee population of around 60,000 cannot meet their immediate food requirements. This will necessitate general food voucher distributions in order to meet immediate food needs and ensure the returnees' food security. The longer the current situation of conflict and instability continues in Libya, the more likely the increase in vulnerability and assistance required both in Libya and Egypt.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT(S) AND OTHERS

Policies, Capacities and Actions of the Government(s)*

24. MOMM has been mandated to coordinate the efforts of various actors in support of the Egyptian returnees from Libya. MOMM will be the main governmental counterpart for WFP in this EMOP and WFP will coordinate its assistance to the returnees with MOMM's directorates at the governorate level in the 5 Governorates identified where the returnees are presently located.
25. In order to ensure that the efforts are complementary and that there is no overlap in assistance provided, WFP will also coordinate with MOSS and the Ministry of Foreign Affairs who are implementing a conditional cash transfer programme "Takaful and Karama" to the most vulnerable and disabled persons and their families. This is a programme which was launched in March 2015 and is supported by the World Bank in two governorates of Upper Egypt, which will be targeted by this EMOP.

26. With the support of the MOMM as well as with the MOSS and its directorates in the targeted governorates for the EMOP, WFP will conduct assessments and beneficiary targeting while implementation will be conducted through local NGOs.

Policies, Capacities and Actions of Other Major Actors

27. WFP will coordinate with UNICEF and any other United Nations agency or private sector partners who are working on providing assistance to the returnees in the same targeted areas.

OBJECTIVES OF WFP ASSISTANCE

28. The EMOP addresses Strategic Objective 1, to save lives and protect livelihoods. The overarching goals are to (i) save lives in emergencies and reduce acute malnutrition caused by shocks below emergency levels and (ii) reach returnees and the communities whose food and nutrition security had been adversely affected by shocks.
29. The main objective of the operation is to address the short-term food security of up to 60,000 vulnerable returnee migrants to Egypt and help reintegrate them into their home communities.

BENEFICIARIES AND TARGETING

30. Almost all Egyptian returnees from Libya are men so the EMOP will target a majority men. However, the food assistance, through food vouchers of USD10 value under this EMOP will indirectly benefit the household members of these vulnerable returnees.
31. This EMOP will target the 5 governorates with the largest number of returnees registered by the Egyptian authorities, namely Sohag, Menia, Assuit, Qenia and Kafr El Sheik and will plan for more than the total number of returnees registered, to allow for ongoing registrations. The EMOP will target 25% more than those registered as of December, as it is assumed this figure has increased, although accurate figures are not presently available.

Table 1: Estimated Population Requiring Immediate Food Assistance Beneficiaries by Activity and Sex			
Activity	Male	Female	Total
Food voucher distribution	55,000	5,000	60,000

Registered Returnees in Five Target Governorates *as of December 2014, Ministry of Foreign Affairs	
Sohag	16,552
Menia	10,445
Assiut	8,146
Qena	4,712
Kafr El Sheikh	3,718
Total	43,573

NUTRITIONAL CONSIDERATIONS AND RATIONS/ VALUE OF CASH / VOUCHER TRANSFERS

32. The food voucher value of US\$10 per returnee per month has been established as an equivalent of the market price of WFP Egypt's standard monthly in-kind family ration of 10 kg of rice and 1 litre of fortified vegetable oil, which is the support provided under the Egypt Country Programme take-home ration in the education programme and is designed to meet 20 percent of monthly household food needs. Although returnees are predominantly young male adults, this household ration enables them to continue support of their households.

TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)			
	Activity 1	Activity 2	Activity 3
Commodity 1			
Commodity 2			
Commodity 3			
Cash/voucher (US\$/person/day)	0.33		
TOTAL	0.33		
Total kcal/day			
% kcal from protein ¹			
% kcal from fat			
Number of feeding days per year or per month (as applicable)	30		

TABLE 3: TOTAL FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (mt/\$)				
Commodity Type / Cash & voucher	Activity 1	Activity 2	Activity 3	Total (mt or US\$)
Commodity 1				
Commodity 2				
Commodity 3				
Cash/voucher (US\$)*	1,800,000			1,800,000
TOTAL	1,800,000			1,800,000
<i>*Please note that this figure is calculated based on US\$10 /person/month for 3 months for 60,000 returnees</i>				

IMPLEMENTATION ARRANGEMENTS

33. WFP will provide a family food voucher to the returnees with a value of US\$10 per returnee per month for 60,000 returnees for three months.
34. Returnees and their families will be targeted and subsequently into current activities of the existing Egypt Country Programme through Food for Training (FFT), Food

¹ A GFD ration should provide a basket of food commodities that covers the 'recommended mean daily per capita nutrient intake' (WHO, 1995). The GFD ration should therefore provide 10 to 12 percent of its Kcal (energy) from protein and at least 17 percent from fat (Food and Nutrition Handbook. Page 65, table 8.1).

Assistance for Assets (FFA) and Food for Education (FFE) community projects to provide immediate support and help reintegrate the returnees back into their communities in cooperation with the relevant Government partners, United Nations agencies and NGOs.

35. WFP Egypt has gained substantial experience in providing food vouchers to large numbers of beneficiaries, Syrian refugees in particular, and also implemented a pilot voucher project in rural areas as part of the country programme school feeding activity. As a result of such experience, WFP has established close working relations with credible service providers who are capable to deliver the services at a high quality level.
36. This EMOP is planned for a duration of three months, from April to June 2015. However, considering the nature of the conflict in Libya, it is possible that assistance will need to continue for a longer period. In view of the fluid context the situation will be continuously reassessed and the EMOP revised as needed.. If conditions are favourable, however, WFP will phase down its operations and complete a handover to appropriate partners.
37. WFP will present a list with the NGO implementing partners to the Ministry of Social Solidarity to get clearances needed for starting the emergency operation.

PERFORMANCE MONITORING

38. Information on the main output indicators will be collected primarily from direct distribution reports or cooperating partners' reports. WFP field monitors will also conduct regular monitoring to ensure data quality and integrity.
39. The plan for processing monitoring is to use food basket monitoring questions and spot- check monitoring field visits for post-distribution monitoring.

HAND-OVER STRATEGY

40. Support of Egyptian vulnerable returnees will be handed-over to MOMM and MOSS who will continue to provide support as required to this population.

RISK MANAGEMENT

41. **Hazard and Risk assessment:** Potential hazards and associated risks that can alter the magnitude of WFP's assistance are a continuation and worsening of the internal conflict in Libya and additional movement by people into Egypt, which could dramatically strain the Governments' abilities to assist the vulnerable populations.
42. The risk of an Egyptian ground military intervention in Libya remains high. This would potentially lead to 100,000 plus Libyan refugees seeking refuge in Egypt.
43. **Operational Risks:** An analysis of the regional EMOP implemented by WFP for returnees in 2011 determined the project to be ineffective, as the returned economic migrants did not require food assistance. Uptake in livelihood activities or skills training was minimal and support provided to returnees led to tension and outbreaks of violence between the host community and returnees as returnees were seen to be less

vulnerable than their host communities. Such operational risks may reoccur if a similar project is initiated.

44. Funding: Donor Support for the EMOP could be difficult to secure due to the other regional major emergencies such as the Syrian refugee crises, the Iraq displacement, Yemen and others. Hence, it was agreed that WFP Egypt and the Government of Egypt will undertake joint fundraising activities in order to mobilize funds for the operation.

45. Preparedness: A Concept of Operations for Libya and the sub-region, including Egypt, had been prepared in August 2014. In addition, lessons learnt from the Regional EMOP (EMOP 200257) have been used for the design and eventually the implementation of the current operation. WFP will continue contributing to all inter-agency and regional contingency planning.

RECOMMENDATION

The Chief of Staff is requested to approve the proposed Emergency Operation in Egypt 200835 under the delegated authority of the Executive Director.

APPROVAL

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Date:

Mr. Jim Harvey
Chief of Staff

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
<i>Food Transfers</i>			
Cereals	-	-	
Pulses	-	-	
Oil and fats	-	-	
Mixed and blended food	-	-	
Others	-	-	
Total Food Transfers	-	-	
External Transport		-	
LTSH		-	
ODOC Food		-	
Food and Related Costs			-
C&V Transfers		1,800,000	
C&V Related costs		408,148	
Cash and Vouchers and Related Costs			2,208,148
Capacity Development & Augmentation			-
<i>Direct Operational Costs</i>			2,208,148
Direct support costs (see Annex I-B)			429,573
Total Direct Project Costs			2,637,721
Indirect support costs (7.0 percent)			184,640
TOTAL WFP COSTS			2,822,361

DIRECT SUPPORT REQUIREMENTS	
WFP Staff and Staff-Related	
Professional staff *	22,772
General service staff **	139,990
Danger pay and local allowances	0
Subtotal	162,763
Recurring and Other	58,250
Capital Equipment	85,500
Security	10,500
Travel and transportation	97,560
Assessments, Evaluations and Monitoring¹	15,000
TOTAL DIRECT SUPPORT COSTS	429,573

* Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV

** Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff - General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime

¹ Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.

MAP of Egypt - Libya Border Area & Target Governorates for Egyptian Returnees from Libya

