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| **Research Inception Report and Terms of Reference****Blueprint Initiative: Social Protection Systems for children in Libya** **LBY2106**Libya |
| **August 2021****V2** | **C:\Users\Megan\AppData\Local\Microsoft\Windows\INetCache\Content.Word\REACH logo white (for a coloured background).jpg** |

# Executive Summary

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| --- | --- |
| **Country of intervention** | Libya |
| **Type of Emergency** | □ | Natural disaster | X | Conflict | □ | Other *(specify)* |
| **Type of Crisis** | □ | Sudden onset  | □ | Slow onset | X  | Protracted |
| **Mandating Body/ Agency** | United Nations Children’s Fund (UNICEF)United Nations High Commissioner for Refugees (UNHCR) |
| **IMPACT Project Code** | 14 TBC and 14 AQM 3F9 (co-funded) |
| **Overall Research Timeframe** *(from research design to final outputs / M&E)* | From 24/05/2021 to 23/11/2021 |
| **Research Timeframe***Add planned deadlines (for the first cycle if more than 1) – dates given here are for data collection at the national level (phase 2 in the methodology)* | 1. Pilot/ training: 13-15/07/2021 | 6. Preliminary presentation:  |
| 2. Start collect data: 18/07/2021 | 7. Outputs sent for validation: \_ \_/\_ \_/\_ \_ \_ \_ |
| 3. Data collected: 29/07/2021 | 8. Outputs published: \_ \_/\_ \_/\_ \_ \_ \_ |
| 4. Data analysed: 12/08/2021 | 9. Final presentation: \_ \_/\_ \_/\_ \_ \_ \_ |
| 5. Data sent for validation: 13/08/2021 |
| **Number of assessments** | X | Single assessment (one cycle) |
| □ | Multi assessment (more than one cycle) *[Describe here the frequency of the cycle]*  |
| **Humanitarian milestones***Specify* ***what*** *will the assessment inform and* ***when*** *e.g. The shelter cluster will use this data to draft its Revised Flash Appeal;* | **Milestone** | **Deadline** |
| X | Donor plan/strategy  | 23/11/2021 |
| □ | Inter-cluster plan/strategy  | \_ \_/\_ \_/\_ \_ \_ \_ |
| □ | Cluster plan/strategy  | \_ \_/\_ \_/\_ \_ \_ \_ |
| □ | NGO platform plan/strategy  | \_ \_/\_ \_/\_ \_ \_ \_ |
| X | Inform the strategy of UNICEF and UNHCRInform advocacy efforts with Libyan authorities | 23/11/2021 |
| **Audience Type & Dissemination** *Specify* ***who*** *will the assessment inform and* ***how*** *you will disseminate to inform the audience* | **Audience type** | **Dissemination** |
| X StrategicX Programmatic□ Operational□ [Other, Specify] | **□** General Product Mailing (e.g. mail to NGO consortium; HCT participants; Donors)□ Cluster Mailing (Education, Shelter and WASH) and presentation of findings at next cluster meeting X Presentation of findings (e.g. at HCT meeting; Cluster meeting) □ Website Dissemination (Relief Web & REACH Resource Centre)□ [Other, Specify] |
| **Detailed dissemination plan required** | □ | Yes | X | No |
| **General Objective** | The overall aim of this assessment is to understand the existing legal and policy framework for social protection programmes (most of which are run by the Social Solidarity Fund and the Ministry of Social Affairs)[[1]](#footnote-2) in Libya, as well as how these function in practice. This investigation will seek to determine which families and/or individuals are considered eligible for different programmes, the application process for registration, and the bottlenecks and barriers experienced by those enrolling. Alongside this, it will also consider how these vary in different regions of the country and among different population groups.  |
| **Specific Objective(s)** | 1. To understand what social protection programmes covering children[[2]](#footnote-3) are currently functional in Libya.
2. To establish what existing legal, policy, and administrative frameworks apply to social protection programmes covering children, and in particular:
	1. To understand what the different eligibility criteria are.
	2. Assess if there are legal acts, policies, or administrative rules that result in differentiated treatment of migrants and refugees, or certain Libyan population groups when registering.
3. To understand the administrative procedures for Libyan and non-Libyans registering for social protection programmes.
4. To determine the capacity and role of social workers from the Social Solidarity Fund (SSolF) and the Ministry of Social Affairs (MoSA) in supporting the registration process
5. To determine the bottlenecks and barriers faced by eligible children and parents in registering and receiving benefits from the SSolF, and to understand:
	1. How this differs by regions of the country.
	2. How this varies among different population groups.
6. To provide practical recommendations to UNICEF and UNHCR on how best to address shortcomings in legal and policy provisions and administrative practice. This will include:
	1. Recommendations on the design of programming to improve the capacity, efficiency, and equity of social protection programmes.
	2. Recommendations for UNICEF, UNHCR and other UN agencies regarding evidence-based advocacy efforts to increase the effectiveness and equity of the registration process.
	3. Support alignment and linkages between the targeting and registration of state-led social protection and humanitarian programmes.
 |
| **Research Questions** | 1. What active social protection programmes cover children currently in Libya?[[3]](#footnote-4)
2. What is the existing legal and administrative framework that underpin social protection programmes for children in Libya?
	1. What are the eligibility criteria for Libyans and non-Libyans to register with each social protection programme?
	2. What definition is used for “fragile families”?
3. How do these social protection programmes function in practice?
	1. What outreach takes place to promote awareness and understanding of this programme among the intended population?
	2. What process do applicants need to follow to register for each programme and institution?
4. What is the role and capacity of social workers to conduct outreach and support the registration process?
	1. Does this role differ for social workers from the MoSA and social workers from the SSolF?
5. What barriers[[4]](#footnote-5) and bottlenecks (if any) do eligible applicants face when registering with the SSolF and MoSA?
	1. Identification of barriers and bottlenecks and main causes thereof
	2. How do these barriers and bottlenecks vary across the different assessed locations and among different population groups?
6. Building on the answers from the previous questions and best practices from elsewhere, how might social protection systems for children be reformed in Libya and what role can UNICEF and other actors play in supporting such reforms?
 |
| **Geographic Coverage** | Data collection will take place at the national level speaking to key informants from the institutions responsible for managing social protection programmes and at the municipal level in three locations, in each of the country’s major regions: - Tripoli, as Libya’s capital and largest city;- Benghazi, as the largest city in the East;- Sebha, as the largest city in the South. |
| **Secondary data sources** | See the literature review in annexe 1 for a full list. |
| **Population(s)** | □ | IDPs in camp | X | IDPs in informal sites |
| *Select all that apply* | X | IDPs in host communities | □ | IDPs [Other, Specify] |
|  | □ | Refugees in camp | X | Refugees in informal sites |
|  | X | Refugees in host communities | □ | Refugees [Other, Specify] |
|  | X | Host communities | X  | Vulnerable and poor families already registered in at least one active social protection programme from SSolF and MoSA |
| **Stratification***Select the type(s) and enter the number of strata* | □ | Geographical #:\_ \_ \_ Population size per strata is known? □ Yes □ No | □ | Group #: \_ \_ \_ Population size per strata is known? □ Yes □ No | □ | *[Other Specify]* #: \_ \_ Population size per strata is known? □ Yes □ No |
| **Data collection tool(s)**  | □ | Structured (Quantitative) | **X** | Semi-structured (Qualitative) |
|  | **Sampling method** | **Data collection method**  |
| **Secondary data review** | □ Purposive□ SnowballingX Studies on the field of social protection and social safety nets in Libya, websites of relevant agencies and ministries running social protection programmes in Libya | □ Key informant interviews at national level (phase 2) (Target #): \_ \_ \_ \_□ Individual interview (Target #):\_ \_ \_ \_ \_□ Focus group discussion (Target #):\_ \_ \_ \_ \_X Writing Literature Review |
| **Semi-structured data collection tool (s) # 1***Select sampling and data collection method and specify target # interviews* | X Purposive□ Snowballing□ [Other, Specify] | X Key informant interviews at national level (phase 2) (Target #): 40□ Individual interview (Target #):\_ \_ \_ \_ \_□ Focus group discussion (Target #):\_ \_ \_ \_ \_□ [Other, Specify](Target #):\_ \_ \_ \_ \_ |
| **Semi-structured data collection tool (s) # 2***Select sampling and data collection method and specify target # interviews**\*\*\*If more than 2 structured tools please duplicate this row and complete for each tool.* | X Purposive□ Snowballing□ [Other, Specify] | X Key informant interview at the municipal level (phase 3) (Target #): 60 (20 per location)□ Individual interview (Target #):\_ \_ \_ \_ \_□ Focus group discussion (Target #):\_ \_ \_ \_ \_□ [Other, Specify] (Target #):\_ \_ \_ \_ \_ |
| **Semi-structured data collection tool (s) # 3***Select sampling and data collection method and specify target # interviews**\*\*\*If more than 2 structured tools please duplicate this row and complete for each tool.* | X Purposive□ Snowballing□ [Other, Specify] | □ Key informant interview (Target #):X Individual interview (Target #): 90 (30 per location)[[5]](#footnote-6)□ Focus group discussion (Target #):\_ \_ \_ \_ \_□ [Other, Specify] (Target #):\_ \_ \_ \_ \_ |
| **Data management platform(s)** | X | IMPACT | □ | UNHCR |
|  | □ | [Other, Specify] |
| **Expected output type(s)** | □ | Situation overview #: \_ \_ | X | **Report #: 1** | □ | Profile #: \_ \_ |
|  | X | **Presentation (Preliminary findings) #: 1** | □ | Presentation (Final) #: \_ \_ | X  | **Policy Brief #: 1** |
|  | □ | Interactive dashboard #:\_ | □ | Webmap #: \_ \_ | □ | Map #: \_ \_ |
|  | □ | [Other, Specify] #: \_ \_ |
| **Access**  | X | Public (available on REACH resource centre and other humanitarian platforms)  |
| □ | Restricted (bilateral dissemination only upon agreed dissemination list, no publication on REACH or other platforms) |
| **Visibility** *Specify which* ***logos*** *should be on outputs* | ***REACH*** |
| ***Donor:*** *UNICEF and UNHCR*  |
| ***Coordination Framework:*** |
| ***Partners:*** |

# Rationale

* 1. Background

Years of conflict have damaged infrastructure and displaced 223,949 people[[6]](#footnote-7) within the country, limiting the population’s access to public services and livelihoods. The arrival of the COVID-19 pandemic has further reduced access to livelihoods through workplace closures and movement restrictions. Indeed, twenty per cent (20%) of Libyan households reported that their main place of work closed down due to COVID-19, particularly those who work in the private sector.[[7]](#footnote-8) As a result, many Libyan families struggle to meet their basic needs; in REACH’s 2020 Multi-Sector Needs Assessment (MSNA), 27% of households in Libya reported not being able to afford their health needs and 26% reported not being able to afford shelter needs in the 30 days before data collection.[[8]](#footnote-9) In 2021, the Cash and Market Working Group estimates that 216,660 Libyans and 100,997 non-Libyans require cash transfer support to meet their basic needs in 2021, including 116,699 children. In this difficult context, social protection mechanisms can provide vital support to vulnerable populations.

Social protection is defined as “the set of policies and programmes designed to reduce and prevent poverty and vulnerability throughout the life cycle”[[9]](#footnote-10). In 2015, a commitment to “implement nationally appropriate social protection systems and measures for all” and “achieve substantial coverage of the poor and the vulnerable” by 2030 became a sustainable development goal.[[10]](#footnote-11) This target also included reference to social protection floors, which are described as “nationally-defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion”.[[11]](#footnote-12) The inclusion of social protection in the sustainable development goals cemented its place firmly within the international development agenda.

In Libya, the Social Solidarity Fund[[12]](#footnote-13) (hereinafter: SSoIF[[13]](#footnote-14)) is the main implementer of state-led social assistance in Libya. The fund was established to support vulnerable people, particularly those who do not have pensions, jobs, or other sources of income.[[14]](#footnote-15) SSolF support primarily provides categorical cash transfers and in-kind support to identified vulnerable groups.[[15]](#footnote-16) These activities benefit a significant proportion of the Libyan population, with 22% of Libyan households reportedly relying on the SSolF as a main source of income.[[16]](#footnote-17) Strikingly, support from the SSolF was the third most common source of income reported by Libyan households[[17]](#footnote-18). The SSolF falls under the Ministry of Social Affairs (MoSA), which also runs additional social protection programmes, such as the recently revived Wife and Children’s Grant, that are of interest to this study.

While the programmes of the SSolF and the MoSA appear to be significant and critical, scant information is available on the scope, status, and coverage of these social protection programmes.[[18]](#footnote-19) An evaluation of the MoSA conducted in 2015 identified significant shortcomings in the ministry and the SSolF, including “administrative laxity”, “poor performance” related to its activities to support displaced people, and the inability of many eligible people to obtain their cash disbursements due to liquidity shortages.[[19]](#footnote-20) To advocate for reform, help expand the coverage of existing programmes and strengthen linkages with current humanitarian efforts, there is a need for a precise understanding of the legal framework, management, and implementation of current social protection programmes.

* 1. Intended impact

As Libya transitions towards recovery and stabilisation, there is growing interest in linking humanitarian programming with existing national social protection systems. Although Libya has an extensive social protection system on paper, as detailed above, little is known about how the system operates in practice. The study aims to provide recommendations and shape policy discussions on the following areas:

1. Advocacy regarding reforms/revisions to the laws and policies underpinning social protection in Libya.
2. Advocacy regarding the expansion of the current eligibility criteria to cover vulnerable groups living in Libya who fall outside of the system (e.g., children of migrants and refugees).
3. Linkages between current humanitarian programmes (e.g., cash transfer or voucher programmes) and existing national social protection systems to support registration of humanitarian assistance into national programmes.
4. Alignment between current humanitarian programmes and existing social protection systems (in terms of targeting, eligibility criteria and registration).

# Methodology

* 1. Methodology overview

To meet the research objectives and questions, REACH will carry out the assessment in three stages.

1. **Phase one involved** a thorough review of secondary data on both the field of social protection sector and the social protection system in Libya. This phase helped draw a preliminary map of all social protection programmes targeting children in Libya (either directly or indirectly). The findings from this secondary research helped shape the design of the research.
2. Building on the review of secondary data, **phase two** will involve primary data collection with 40 national-level KIs who have been identified by UNICEF and UNHCR from key institutions related to social protection, including employees of the MoSA and the SSolF, as well as academics and economists. This phase will help understand the legal framework underpinning social protection programmes targeting children in Libya.
3. Informed by the national-level data collection, **phase three** will assess how the registration process works in practice for various geographical areas and population groups. This phase will entail individual interviews with service providers and service users at the municipal level in three locations (Tripoli, Benghazi and Sebha). Phase three will be informed by the findings from phase two and therefore the exact methodology (including the tools) will be compiled in a methodology note at a later stage of the research cycle.

|  |  |
| --- | --- |
| Research Question | Phase |
| 1. What social protection programmes cover children currently in Libya?
 | Phase 1 and 2 |
| 1. What is the existing legal and administrative framework that underpin social protection programmes for children in Libya?
 | Phase 1 and 2 |
| 1. How do these social protection programmes function in practice?
 | Phase 2 and 3 |
| 1. What is the role and capacity of social workers to conduct outreach and support the registration process?
 | Phase 3 |
| 1. What barriers and bottlenecks (if any) do eligible applicants face when registering with the SSolF?
 | Phase 3 |
| 1. Building on the answers from the previous questions and best practices from elsewhere, how might social protection systems for children be reformed in Libya and what role can UNICEF and other actors play in supporting such reforms?
 | Phase 2 and 3 |

* 1. Population of interest

The assessment is looking at a national-level system designed to provide national coverage (with certain eligibility criteria) therefore the population of interest is all children (18 and under) and their families or other care providers. This includes children from population groups who may fall outside of the current social protection system, such as migrants, refugees, and asylum seekers, as well as population groups with specific needs, such as persons with disabilities.

Although the assessment will examine a national-level system, it also aims to understand how that system operates at a local level. Therefore, REACH will assess three overall locations across the three regions of Libya: Tripoli as Libya’s capital and largest city, Benghazi as the largest city in the East, and Sebha as the largest city in the South. All three cities represent administrative centres for their surrounding regions, and sites of transit and destination for migrants, refugees and IDPs. Assessing these locations will allow for an understanding of how social protection programmes function and how that varies.

* 1. Secondary data review

UNICEF and UNHCR requested that a literature review, covering the topic of social protection and the state of the system for children in Libya be included as part of this TOR.

Please see Annex 1 at the end of this document.

* 1. Primary Data Collection

Primarily data collection will begin during **phase two**, which will involve semi-structured key informant interviews (KIIs) with the following two respondent categories:

1. **KIIs with employees of the MOSA, the SSolF and the Ministry of Justice**. These interviews will gather information on the laws underpinning social protection in Libya, the current functionality and capacity of social protection programmes that cover children, as well as their eligibility criteria and registration process.
2. **Semi-structured KIIs with relevant national-level experts** knowledgeable about social protection frameworks, procedures, gaps in capacity, and barriers for registering families and children for social protection programmes.

Initially, these profiles will be shared with REACH by UNICEF and UNHCR who have strong links with Libyan ministries, as well as experts on the field of social protection in Libya. Once REACH begins conducting interviews, staff will use the snowballing method to identify further contacts. Moreover, REACH will regularly monitor incoming interview transcripts and hold debriefs (using the REACH template) with the data collection teams to help determine who else needs to be interviewed.

All phase two interviews will be conducted by REACH staff who will have received a thorough training using Moodle on the purpose of the assessment, the tools to be used, and any ethical, safety or security concerns.[[20]](#footnote-21)

Building on the findings from phase two national-level data collection, **phase three will focus on** **primary data collection at the municipal level.** Although the general steps for this stage are described below, the exact methodology and tools will be designed based on the findings from phase two. At that time, a methodology note will be added as an annexe to this inception report.

This phase will seek to understand the barriers and bottlenecks for registration at the municipal level, from both a beneficiary and service provider standpoint. This phase will detail the specific issues faced by different categorizations of “fragile families” and other eligible groups, such as orphans or persons with disabilities. As such, this phase will zoom in on individuals and families already registered and assess their experience entering and benefiting from that system. Furthermore, this phase will investigate at the municipal level the application of national policies and frameworks identified in phase one (secondary data) and two (national level KIs). The following data collection methods will likely be used:

* 1. **Semi-structured KIIs with relevant municipal-level registration officials:** These KI interviews will seek to understand how national policies are implemented at a municipal level.It will build on the tool used at the national level but be repurposed for the municipal setting.
	2. **Focus group discussions (FGDs) or individual interviews with social workers:** this activity will determine the role and capacity of social workers in supporting outreach and registration into these programmes.
	3. **Focus group discussions (FGDs) or individual interviews with beneficiary Libyans (IDPs, returnees, non-displaced):** this activity will determine the barriers and bottlenecks Libyan’s face when registering in social protection programmes.
	4. **Individual Interviews with beneficiary non-Libyans (refugees and migrants):** this activity will determine the barriers and bottlenecks non-Libyans face in registering with social protection programmes.
	5. **Monitoring of social media accounts:** Alongside conducting interviews and FGDs, REACH will also monitor the social media accounts of the SSolF and other relevant institutions at the municipal level. During the scoping stage, it was established that the SSolF and
	6. other organisations are very active on social media, and therefore these online pages could provide a valuable source of information, especially concerning outreach and recruitment, as well as complaints. Social media monitoring will be carried out by REACH staff, using the software Nvivo, which has a specialised function for this purpose.

For **phase 3**, due to the larger scale of data collection REACH will partner with Civil Society Organisations (CSOs) in each location. REACH has a long-standing relationship with several CSOs in each of the locations covered by this assessment. A CSO will be selected based on their data collection skills and ability to provide access to respondents using their networks. All enumerators who will be involved in data collection will receive thorough training, covering the purpose of the assessment, the tools, and any ethical, security or safety concerns.

…

**Data collection and COVID-19**

Libya is experiencing a dramatic upsurge of COVID-19 cases since the end of June 2021. The country surpassed the 200,000 officially recorded cases on July 9th, confirming a third wave. Health authorities are highly concerned about the Delta variant that is rapidly spreading in neighbouring countries. The government announced new restrictions to stem the spread of the virus, including a ban on public transportation and public gatherings for the next two weeks, as well as the closing of the border with Tunisia. Therefore, due to these health concerns, for this assessment, **all training and data collection will follow IMPACT’s** [**SOPs for Data Collection during COVID-19**](https://www.impact-repository.org/wp-content/uploads/2020/05/IMPACT_COVID-Data-Collection-SOPs_FINAL_TO-SHARE.pdf)**. Indeed, only when it has been ensured that the SOPs have been followed, including** that both the enumerator and interviewee are comfortable, and that precautions are taken (such as social distance, mask-wearing, good ventilation and hand sanitizing) then these interviews can take place in person. If for whatever reason these conditions cannot be met, then these interviews should take place remotely, over the telephone.

* 1. Data Processing & Analysis

During phase two, incoming interview transcripts will be checked for consistency and clarity. Once they have been validated, they will be translated into English.

Data will be analysed using the software NVivo. Throughout data collection, the assessment team will prepare a data saturation and analysis grid following IMPACT’s [Minimum Standards Checklist for Semi-Structured (Qualitative) Data Processing and Analysis](https://www.impact-repository.org/wp-content/uploads/2020/10/IMPACT_Guidance_Qualitative-Data-Analysis-Checklist_October2020_FINAL.pdf). This allows for the systematic analysis of qualitative data through thematic coding.

# Key ethical considerations and related risks

The proposed research design meets/does not meet the following criteria:

|  |  |  |
| --- | --- | --- |
| ***The proposed research design…***  | ***Yes/ No*** | ***Details if no (including mitigation)*** |
| … Has been coordinated with relevant stakeholders to **avoid unnecessary duplication** of data collection efforts? | YES |  |
| … **Respects respondents, their rights and dignity** (*specifically by: seeking informed consent, designing the length of survey/ discussion while being considerate of participants’ time, ensuring accurate reporting of information provided*)? | YES |  |
| … Does not **expose data collectors to any risks as a direct result** of participation in data collection? | YES |  |
| … Does not **expose respondents / their communities to any risks as a direct result** of participation in data collection? | YES |  |
| … Does not involve **collecting information on specific topics which may be stressful and/ or re-traumatising** for research participants (both respondents and data collectors)? | YES |  |
| … Does not involve **data collection with minors** i.e. anyone less than 18 years old? | YES |  |
| … Does not involve **data collection with other vulnerable groups** e.g. persons with disabilities, victims/ survivors of protection incidents, etc.? | NO | Vulnerable groups (e.g, persons with disabilities, migrants and refugees) will be interviewed during phase three, to understand their experience with registering in social protection systems.However, the tool will include a thorough informed consent and will avoid potentially distressing topics. Moreover, enumerators will have received thorough training, including scenarios on sensitive topics.  |
| … Follows IMPACT SOPs for management of **personally identifiable information**? | YES |  |

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# Roles and responsibilities

Table 3: Description of roles and responsibilities

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Task Description** | **Responsible** | **Accountable** | **Consulted** | **Informed** |
| Research design | *Senior Assessment Officer (SAO)* | *SAO* | *Donors, Impact Research Design and Data Unit (RDDU)* | *e.g. Assessment Working Group (AWG), Cash and Market Working Group (CMWG* |
| Supervising data collection | Junior Assessment Officer (JAO) | SAO |  | Donors |
| Data processing (checking, cleaning) | JAO  | SAO |  | Donors |
| Data analysis | JAO | SAO | Donors, RDDU |   |
| Output production | JAO | SAO | Donors, Impact review unit  |  |
| Dissemination | JAO | SAO | Donors, AWG, CMWG |  |
| Monitoring & Evaluation | JAO | SAO |  | Donors |
| Lessons learned | *JAO* | *SAO* |  | Donors  |

***Responsible:*** *the person(s) who executes the task*

***Accountable:*** *the person who validates the completion of the task and is accountable of the final output or milestone*

***Consulted:*** *the person(s) who must be consulted when the task is implemented*

***Informed:*** *the person(s) who need to be informed when the task is completed*

***NB: Only one person can be Accountable; the only scenario when the same person is listed twice for a task is when the same person is both Responsible and Accountable.***

# Data Analysis Plan/Tool

National level KIIs (phase 2): Semi-structured interview tool

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Research questions** | **SUBQ#** | **Sub-question** | **Questionnaire QUESTION** | **Probes** | **Prompts** | **Data collection method** | **Key disaggregations (Group types)** |
| **Informed consent**  |  | **Who you are:** Hello, my name is (enumerator name) and I work for Acted, an international non-governmental organisation.**Why we are doing the interview:** In partnership with UNICEF and UNHCR, we are collecting information on social protection programmes for children in Libya.**What we will ask:** We will ask questions about social protection programmes in Libya currently, including who is eligible, how they register, and what challenges people face.**Respondent rights:** Participation in this study is voluntary. You do not have to participate, and you can end your involvement any time if you do not want to continue. Some of these questions cover sensitive issues and if you do not want to answer them, please just say so.**Respondent confidence:** Also, if you are unsure about the answer to any of the questions we ask, please just say so, and we can move on. **What we will do with the information:** everything you tell us will be kept confidential. Names will not be recorded, and your comments will be anonymised. No identifiable will be shared. Members of the research teams will be the only ones to view the full transcripts of your answers. The information you will provide during this interview will be used to write a report on social protection programmes in Libya that will be shared with UNICEF and UNHCR.**Interviewee comfort:** Before we start, I would like to make sure that you are in a space where you feel comfortable and free to speak about potentially sensitive questions? Yes (continue / No (suggest that you rearrange the call or move to a different location) **Duration of interview/information gathering process:** as there are only a limited number of questions, we hope that this will not take too long to collect the information. **Contact information:** If you have any questions or concerns about this research, you need to report a problem that happened during this discussion or feel distressed due to the topics addressed during this discussion, please contact our focal point: insert email here Do you consent to provide answers to these questions? Yes/NoDo you have any questions before we begin? |
| Bio data questions | 0.1 |  | Organisation:Position: Location: |  |  |  |  |
| 1.What social protection programmes cover children (directly and indirectly) currently in Libya? | 1.1 | What active social protection programmes cover children? | /  |  |  | SDR |  |
|  | 1.1 |  | For each KI: which programmes are you knowledgeable about? |  | Wives and Children grant; Basic assistance grant; Emergency assistance grant. | KIIs |  |
|  | 1.2 |  | (For each programme identified): What organisation is responsible for running this programme? |  |  | SDR, KIIs |  |
|  | 1.3 |  | (For each programme identified): What is the geographical coverage of the programme?  | Why are some areas not covered by this programme? |  | SDR, KIIs |  |
|  | 1.4 |  | (For each programme identified): What benefits do families and/or children receive from this programme? | What is the frequency? |  |  |  |
|  | 1.5 |  | (For each programme identified): What is the funding mechanism behind the programme? | What organisation is responsible for funding this programme?  | SSolFMoSAOther | KIIs |  |
| 2.What is the existing legal and administrative framework that underpin social protection programmes for children in Libya? | 2.1 | For each programme identified, what legal and administrative framework underpins this programme? | What are the eligibility criteria for Libyans and non-Libyans to register with social protection programmes? | If means-tested (meaning that the benefit is available to people who can demonstrate that their income and capital are below specified limits), how is this calculated?If means-tested, what criteria must they meet? If it is categorical, what categories of people are eligible? (E.g. disabled children, orphaned children?)What is defined as a “fragile family”? |  | SDR |  |
|  | 2.2 |  | (For each programme identified) To children of which nationality is the programme open to? | Is this programme open to non-Libyan children? | List nationalities | SDR, KIIs |  |
|  | 2.3 |  | (If means-tested) What proportion of coverage does the programme provide for children/ families that do fit the criteria? | i.e. are all children with disabilities or all orphaned children in Libya covered by this programme?Please provide a detailed answer for why some children fitting this category or children/families matching these criteria are not covered by this programme? |  | KIIs |  |
| 3. How do these social protection programmes function in practice?  | 3.1 | What outreach takes place to promote awareness and understanding of this programme among the intended population? | (For each programme identified) What are the means used to raise awareness among the intended population about this programme? |    | Social mediaNewspapersRadioPostersOther  | KIIs, social media pages and websites  |  |
|  | 3.2 |  | (For each programme identified) Who is responsible for doing this outreach? |  | MoSA at the national levelMoSa at the municipal level SSolF at the national levelSSolF at municipal levelOther | KIIs, social media pages and websites |  |
|  | 3.3 |  | (For each programme identified) Are all members of the intended population reached through this outreach? | If NO: Who is not reached? Why? |  | KIIs, social media pages, and websites  |  |
|  | 3.4 | What process do applicants need to follow to register? | (For each programme identified) Where do potential beneficiaries need to go to register for this programme? |  | Municipal MoSA officeMunicipal SSolF officeOther | KIIs |  |
|  | 3.5 |  | (For each programme identified) What documentation or information do they need to provide? |  |  | KIIs |  |
|  | 3.6 |  | (For each programme identified) How are the information provided by applicants verified and cross-checked for this programme?  | What are the different forms of identification databases used to support the process of verification of applications for this programme? Who is in charge of carrying this verification? | Civil RegistryHealth recordsSchool registries |  |  |
|  | 3.6 |  | (For each programme identified) How long does the registration process (from submitting the necessary documentation to being enrolled on the system) usually take? |  |  | KIIs |  |
|  | 3.7 |  | (For each programme identified) Once a programme beneficiary is enrolled where is their information stored? |  | SSolF registryMISOther | KIIs |  |
|  | 3.8 |  | What software is used to store this information? |  |  | KIIs |  |
|  | 3.9 |  | When necessary, how is data shared between different departments responsible for managing social protection programmes? |  |  | KIIs |  |
|  | 3.10 |  | What are the laws and policies surrounding data storage and use? |  |  | KIIs |  |
| 4. What is the role and capacity of social workers to conduct outreach and support the registration process? | 4.1 |  | (For each institution) What role do social workers (if any) play in supporting the registration process? | Please describe their role in the registration process  |  | KIIs |  |
|  | 4.2 |  | Please answer TRUE / FALSE to the following questions: There are a sufficient number of staff to be able to support the registration process for this programme.Staff have received sufficient training to be able to support the registration process.Staff have a sufficient understanding of the laws and policies that underpin social protection programmes.Information concerning programme beneficiaries is stored safely and securely. | TRUE / FALSE |  |  |  |
| 5. What barriers and bottlenecks (if any) do eligible applicants face when registering with the SSolF and/or MoSA? | 5.1 |  | (For each programme identified) What (if anything) causes delays to the registration process for those who are eligible for this programme? |  |  |  |  |
|  | 5.2 |  | (For each programme identified) What (if anything) prevents eligible children and/or families from being able to register in this programme? |  |  |  |  |
|  | 5.3 |  | (For each programme identified) In your view, how could the coverage and enrolment of this programme be improved? |  |  |  |  |
|  | 5.4 |  | Once they have successfully enrolled, how do beneficiaries receive the benefits? |  | Bank transferCashVoucherIn-kindOther |  |  |
|  | 5.5 |  | (For each programme identified) How is the implementation of complaint and appeal mechanisms integrated within this programme for individuals who got their application rejected? | What are the processes to appeal to them?Are they free of charge? If not, how much do they cost?Who is in charge of hearing the complaints?Are these mechanisms coordinated across programmes/institutions?  |  |  |  |
|  | 5.6 |  | Is there any additional relevant information that you would like to share? |  |  |  |  |

# Monitoring & Evaluation Plan

* *Please complete the M&E Plan column in the table and use the corresponding Tools in the Monitoring & Evaluation matrix to implement the plan during the research cycle.*

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **IMPACT Objective** | **External M&E Indicator** | **Internal M&E Indicator** | **Focal point** | **Tool** | **Will indicator be tracked?** |
| **Humanitarian stakeholders are accessing IMPACT products** | Number of humanitarian organisations accessing IMPACT services/productsNumber of individuals accessing IMPACT services/products | # of downloads of x product from Resource Center | Country request to HQ | User\_log | X Yes |
| # of downloads of x product from Relief Web | Country request to HQ | X Yes  |
| # of downloads of x product from Country level platforms | Country team | □ Yes  |
| # of page clicks on x product from REACH global newsletter | Country request to HQ |  □ Yes  |
| # of page clicks on x product from country newsletter, sendingBlue, bit.ly | Country team |  □ Yes  |
| # of visits to x webmap/x dashboard | Country request to HQ |  □ Yes  |
| **IMPACT activities contribute to better program implementation and coordination of the humanitarian response** | Number of humanitarian organisations utilizing IMPACT services/products | # references in HPC documents (HNO, SRP, Flash appeals, Cluster/sector strategies) | Country team | Reference\_log | *[List here relevant HPC-documents to be monitored:* *E.g. Iraq HNO 2018, Iraq Flash Appeal Mosul, Shelter Cluster strategy]* |
| # references in single agency documents | *[List here relevant agency-documents to be monitored:* *E.g. UNHCR Country Strategy, UNICEF WASH Response Strategy]* |
| **Humanitarian stakeholders are using IMPACT products** | Humanitarian actors use IMPACT evidence/products as a basis for decision making, aid planning and deliveryNumber of humanitarian documents (HNO, HRP, cluster/agency strategic plans, etc.) directly informed by IMPACT products  | Perceived relevance of IMPACT country-programs | Country team | Usage\_Feedback *and* Usage\_Survey template | *[Outline here the usage survey to be implemented for this research cycle* |
| Perceived usefulness and influence of IMPACT outputs | *E.g. Usage survey to be conducted in November 2017, following the release of x outputs, targeting at least 10 partners* |
| Recommendations to strengthen IMPACT programs |
| Perceived capacity of IMPACT staff | *E.g. Usage survey to be conducted at the end of the research cycle related to all outputs, targeting at least 20 partners]* |
| Perceived quality of outputs/programs |
| Recommendations to strengthen IMPACT programs |
| **Humanitarian stakeholders are engaged in IMPACT programs throughout the research cycle**  | Number and/or percentage of humanitarian organizations directly contributing to IMPACT programs *(providing resources, participating to presentations, etc.)* | # of organisations providing resources (i.e.staff, vehicles, meeting space, budget, etc.) for activity implementation | Country team | Engagement\_log | X Yes  |
| # of organisations/clusters inputting in research design and joint analysis | □ Yes  |
| # of organisations/clusters attending briefings on findings; | X Yes  |

#### Annex 1: literature review on Social Protection Systems for Children and the current Libyan system

**Social Protection Systems for Children in Libya**

**Introduction**

Based on secondary data, this review forms part of research being conducted in Libya by UNICEF and UNHCR in partnership with REACH. As Libya transitions from a humanitarian crisis toward stabilisation and recovery, there is a growing interest in understanding social protection systems in the country. The present assessment seeks to examine social protection programmes for children in Libya, which are – for the most part – run by the Social Solidarity Fund and the Ministry of Social Affairs; it aims to understand the eligibility criteria, the application process, and what barriers or bottlenecks are faced by those trying to apply. This literature review lays the groundwork for this assessment by addressing social protection’s relationship with humanitarian and development work, understanding the crucial role it can play in child development, and how national systems often struggle to be inclusive of all population groups. It then moves on to look at the case of Libya and the current state of social protection programmes in place for children in the country, as well as the law and policies that underpin them.

**Methodology**

This review is based on reports, articles, and websites reviewed by REACH. Using a mixture of sources shared by the donor and found through desk-based research, the exercise is intended to provide background information on social protection for children, alongside the current state of social protection in Libya. The information gathered through these sources is organised into thematic sections and summarised below.

**Social protection, development, and human rights**

Social protection is defined as “the set of policies and programmes designed to reduce and prevent poverty and vulnerability throughout the life cycle”[[21]](#footnote-22). It can include benefits for individuals at all stages of life, from childhood, through to working adulthood, and on to old age. Social protection systems provide support through a mixture of contributory schemes (social insurance) and non-contributory tax-financed benefits, such as social assistance.[[22]](#footnote-23)

Social protection has long been integral to the international development agenda, with widespread recognition of its ability in bringing about social justice and sustainable development. It is also recognised as a universal human right and obligation of the state to its citizens. This is entrenched in a multitude of international treaties.[[23]](#footnote-24) In 2015, a commitment to “implement nationally appropriate social protection systems and measures for all” and “achieve substantial coverage of the poor and the vulnerable” by 2030 became a sustainable development goal.[[24]](#footnote-25)

Various UN agencies have also committed to enhancing the coverage, accessibility, and functionality of social protection systems across the world. The United Nations Children’s Fund (UNICEF), through a range of activities from social welfare programmes to cash assistance, works to reduce child poverty[[25]](#footnote-26); while the UN Refugee Agency (UNHCR) endeavours to provide social safety nets and access to national social security systems for refugees and other populations of concern, including those displaced by conflict.[[26]](#footnote-27) This work is enhanced through evidence generation to understand poverty, vulnerability, and how social protection systems can be reformed – an effort the current research forms part of.

The interest in social protection by actors who provide humanitarian assistance is part of an important synergy. Governments in countries experiencing crises often address their population’s humanitarian needs through national social protection systems, although their ability to do so may be severely reduced in times of crisis, such as conflict or economic collapse. In many ways, humanitarian programmes – such as cash transfers or vouchers – duplicate these efforts. Therefore, there is a growing impetus to work with, support and – in certain instances – play a role in reforming existing systems rather than setting up parallel ones. This allows for greater coverage, durability, and local ownership; however, it is not without difficulties, many inherent to operating in crisis settings, such as the degree to which the government has sovereignty over a territory, the extent to which existing social protection systems provide for all those in need, and concerns regarding the impartiality of the government in conflict settings.[[27]](#footnote-28)

**Social Protection for Children**

Social protection is crucial for child development and well-being. It can play a key role in minimalizing vulnerabilities and risks faced by children, as well as ensuring their access to healthcare, education, and a nutritious diet. Social protection, therefore, is essential to helping children obtain a decent standard of living and realize their potential, regardless of their background. The convention on the rights of the child, which Libya has ratified, expresses the right of every child to “benefit from social security, including social insurance”.[[28]](#footnote-29) Despite this commitment, globally, UNICEF estimates that two-thirds of children are missed out by social protection systems, which leaves them vulnerable to poverty and exclusion, and perpetuates existing inequalities.[[29]](#footnote-30)

The main form of social protection for children is child and family benefits; these can be contributory, tax-financed or a mixture of the two. For tax-financed schemes, cash-transfer programmes are the most common modality of child and family benefit. Many other types of social protection scheme, for example, maternity benefits or an old-age pension, can indirectly benefit children if these are received by their caregiver.[[30]](#footnote-31) The International Labour Organisation (ILO) in their global review of social protection systems noted that on average, only 1.1 per cent of GDP is spent on child and family benefits for children aged 0-14, which points to a significant “under-investment in children”; however, the organisation also acknowledged that cash transfers for children have grown, with several countries – including Argentina, Brazil, Chile and Mongolia – reaching universal social protection coverage for children.[[31]](#footnote-32)

The vulnerabilities and risks these systems can protect children from are particularly acute in conflict settings, which can expose children to violence, but also have an indirect impact on their access to services, nutritious food, and basic sanitation.[[32]](#footnote-33) Libya has experienced a decade of conflict and instability, creating a volatile environment. Children are exposed to violence, explosive hazards, the impact of displacement, and the consequences of service depletion, including healthcare and education.[[33]](#footnote-34) This has been compounded by shortages of key goods, price increases, and liquidity issues, which have reduced the purchasing power of the average Libyan household.[[34]](#footnote-35) This situation has been further complicated by policies designed to combat the spread of COVID-19, part of which involved children in Libya not attending school for much of 2020.[[35]](#footnote-36) In the humanitarian response plan for 2021, it was estimated that 271,000 children would need protection services, 480,000 children would require health support, and around 316,000 children would require education assistance.[[36]](#footnote-37) These circumstances make Libya a pertinent case for looking at coverage and capacity of current social protection systems in place for children and understand the potential for linkages with humanitarian programming.

**Social protection and inclusion of migrants**

One of the key shortcomings of national social protection systems can be their lack of inclusivity, and ability to cater to the needs of specific demographics. Certain population groups can face geographical, attitudinal, administrative, and legal barriers to accessing social protection systems, despite often being among the most in need, due to their marginalised status. Depending on the context, this can include women, persons with disabilities, indigenous populations, ethnic minorities, displaced population or migrants.[[37]](#footnote-38)

The latter group often face hurdles when trying to access social protection in their transit or destination country, as their status causes them to fall outside of the system. Certain international migrants, such as those who entered the country irregularly and whose stay is therefore not deemed legal by the host state, those who rely on the informal sector for income and therefore may not be covered by formal labour market policies, and children who are unaccompanied, can face great barriers when trying to access assistance.

A recent report used international examples to look at the ways Egypt could extend its social protection system to include foreign nationals (specifically refugees and asylum seekers). Drawing on lessons learnt on social protection reform in Turkey, Morocco, Brazil, and Iran, the study found that national social protection systems became more inclusive when: there is a comprehensive legal framework to guarantee rights, migrant policies are reformed to be rights-based, social workers can deal with the specific needs of migrants, and there are accessible avenues for irregular migrants to regularise their status.[[38]](#footnote-39) Egypt is certainly not alone in having a social protection system that is currently difficult to access for non-nationals. Research conducted by UNHCR, aimed at harmonizing humanitarian efforts with existing national systems, mapped social safety nets in 18 countries. It found that although there are mounting opportunities to make these systems more inclusive, the majority are still not accessible to non-nationals.[[39]](#footnote-40)

**Examples of inclusive social protection programs**[[40]](#footnote-41)**:**

|  |  |  |  |
| --- | --- | --- | --- |
| Country | Main legal instrument | Program | Objective |
| Morocco | National Immigration and Asylum Strategy adopted in 2014 and which includes the expansion of Law 65-00, Art. 121 to ensure basic medical assistance for documented migrants and refugees under the same conditions as nationals.[[41]](#footnote-42) | Access to the Medical assistance scheme that is based on non-contributory principle for the benefit of the poor population. It provides benefits in kind. | All documented immigrants are covered by health insurance for a wide range of medical services in public hospitals and care centres, including preventive care, general medicine, paramedical procedures, surgical procedures (except cosmetic surgery), etc. |
| Brazil | Brazilian Constitution of 1988, Art.194 on Social Protection system. The New Migration Law no.13.445 issued in 2017 maintained right to equal access by migrants to social programs and benefits, education and housing.[[42]](#footnote-43) | Migrants and refugees have access to a range of social assistance benefits, including *Bolsa Familia* and *Beneficio de Prestação Continuada*. | *Bolsa Familia* is the most extensive federal cash transfer program targeting the most vulnerable and poorest households, prioritizing families with children and adolescents. To ensure effective access to this grant, recommendations regarding the provision of this service for migrants were issued, including measures of flexibilization of the documents required for registration, such as proof of residence.*Beneficio de Prestação Continuada* is an unconditional cash transfer targeting older people and persons with disabilities living in poverty. |
| Turkey | Instituted in 2003 by the Ministry of Family, Labor and Social Services, the Conditional Cash Transfer for Education expanded in 2017 to include school-age refugee children residing in Turkey.[[43]](#footnote-44) | Conditional Cash Transfer for Education | All eligible refugee households residing in off-camp settings, regardless of nationality, can benefit from cash payments, conditional on regular school attendance of their children (from kindergarten to grade 12). |
| Iran | Health Transformation Plan: series of reforms launched in 2014.[[44]](#footnote-45) | Universal Public Health Insurance | All registered Afghan and Iraqi refugees can benefit from health insurance similar to that enjoyed by Iranian nationals, including hospital treatment, out-patient care and medication fees at an affordable cost. |
| Lebanon | Implemented in 2016 by UNICEF and WFP in cooperation with the Ministry of Education and Higher Education.[[45]](#footnote-46) | *Min Ila*/No Lost generation safety net is Lebanon’s only child-focused social assistance program for refugee families. | Programme that includes:* Regular base cash transfer for all children enrolled in second shift schools
* Regular top-up cash transfer for those aged 12+ to reduce reliance on negative coping strategies (e.g. child labour, early marriage)
* Referrals to complementary services for support
 |
| Thailand | Set up in 2001 by the Thai Ministry of Public Health and extended in 2005.[[46]](#footnote-47) | Migrant health insurance scheme: a voluntary prepayment scheme financed by an annual premium paid by the migrant workers. | This health insurance covers all migrants, documented and undocumented, that are not already covered by social health insurance. It was later extended to migrants’ dependents. It contributes to “health security through screening and treatment on diseases, improved access to health services and reduced risk of catastrophic out-of-pocket expenditure.” |

Like neighbouring Egypt, Libya is also a major country of transit and destination for migrants. Since the 1970s and the growth of its petroleum sector, Libya has seen large numbers of refugees and migrants cross its borders to settle in the country, seek seasonal labour opportunities, or embark on - often perilous - boat journeys across the Central Mediterranean route to reach Europe. According to IOM’s [DTM](https://displacement.iom.int/system/tdf/reports/DTM-Libya-Migrant_Report-Key-findings-R35.pdf?file=1&type=node&id=11262), in 2021, an estimated 575,874 migrants live in Libya, 9 per cent of whom are children. Coming mainly from neighbouring countries, the most numerous nationalities of refugees and migrants are Nigeriens, Chadians, Egyptians, Sudanese, and Nigerians. Alongside this, according to [UNHCR](https://reliefweb.int/sites/reliefweb.int/files/resources/UNHCR%20Libya%20Update%202%20April%202021.pdf) as of March 2021, there are 43,624 registered refugees and asylum seekers in the country. Migrant children in Libya are at heightened risk of trafficking, arbitrary detention, forced labour, abuse and exploitation, due to their lack of legal status, civil documentation, and economic insecurity.[[47]](#footnote-48) As a result of these dangers and lack of protection, the central Mediterranean route is among the world’s most deadly for children.[[48]](#footnote-49) The incorporation of this vulnerable group into the national safety net would provide them with a layer of protection.

**Social Protection in Libya**

Political conflict, closure of oil fields and a dysfunctional, divided banking system, have reduced government revenues and the availability of cash liquidity in Libya. This has caused a protracted liquidity crisis that has led to the growth of the black market, frequent price fluctuations, and the inaccessibility of cash. The most recent Multi-Sector Needs Assessment (MSNA) found that households were most likely to have needs on cash and market-related indicators, with 24% of assessed households reporting needs related to this area. According to the assessment, needs were primarily driven by households relying on unstable income sources, with the findings indicating that most Libyan households have some source of income, but that is often unstable or insufficient. Alongside this, in the same study, a significant proportion (21%) of households also listed the “government subsidies – social solidarity fund” as a source of household income, demonstrating that – for Libyans at least – the institution has a largescale national presence.[[49]](#footnote-50)

In 2021, the Government of National Unity’s decision to de-valuate the Libyan dinar has led to an increase in the price of essential goods, including food.[[50]](#footnote-51) Libya’s interim government have also signalled that they wish to reform the country’s social protection system, including bringing about long-awaited subsidy reform and promising to re-introduce the Wife and Children’s Grant, which is a universal child allowance programme, after several years of dormancy.

**International Legal Framework**

Libyan has ratified numerous international treaties that concern social protection, three of the most relevant to the current study are detailed below:

**International Covenant on Economic Social and Cultural Rights (1966) (ICESCR):** The chief piece of international legislation covering the right to social protection, including everyone’s right to social security. Libya ratified this treaty in 1970.[[51]](#footnote-52)

**Convention on the Rights of the Child (CRC):** The convention recognizes, the right of all children to the highest attainable standard of health, and equal opportunity to education, and to benefit from social security. Libya ratified this treaty in 1993.[[52]](#footnote-53)

**Convention Governing the Specific Aspects of Refugee Problems in Africa (1969, OAU):** This regional instrument complements the 1951 Refugee Convention[[53]](#footnote-54) and extends the definition of refugee, of asylum and the cooperation of the OAU with UNHCR. Libya ratified this convention in 1981.[[54]](#footnote-55)

**The International Convention on the Rights of Migrant Workers and Their Families (ICRMW):** Recognises the right of migrant workers to social protection. Libya ratified this law in 2004.

**National legal framework for social assistance**

**Libya’s constitution**, announced in 2011, recognised the right to social assistance and various other connected policies and laws. **Art. 8** guarantees “equal opportunity for every citizen” and the right to education and medical care. **Art. 5** indicates that childhood, motherhood and the elderly should be protected, and that the state will provide and care for children, youth and persons with disabilities.

Libya also has an extensive legal framework, covering social assistance, social insurance, and social services for the poor, as well as a specific law on child protection and the duty of the state to protect children from rights violations. The right to social assistance (including for children), the main area of focus for this study, is underpinned by multiple laws and decrees. The key piece of legislation is Law No. 13 on Social Security, however over several decades other programmes have built on this initial piece of legislation to elaborate their own legal frameworks.[[55]](#footnote-56) The key legal frameworks that are relevant to this study are detailed below:

**Law No. 13 on Social Security (which originally dates to 1980):** Provides the most comprehensive definition of the concept of ‘social protection’ as understood and applied by the Libyan state. It stresses the right to social security to both Libyan and non-Libyan residents and established a number of social assistance programmes.

**Law No. 16 on Basic Assistance (1985):** Provides a legal underpinning for the financial support to vulnerable groups, (elderly, disabled, widows, orphans) and those unable to work.

**Law no. 5 on Persons with Disabilities (1987)[[56]](#footnote-57):** Provides a definition of disability and the right to specific benefits for persons with disabilities including a monthly grant (Art. 11), subsidies on transportation, and exemption from certain taxes.

**Law no. 5 on Child Protection (2006)[[57]](#footnote-58):** This law, that covers children aged 16 and below, guarantees child rights and protection. It includes the duty of the state to take care of all children with no legal guardian, the prohibition of all forms of child labour, and provide specific rights related to access to healthcare for pregnant and breastfeeding women.

**Law No. 27 on Allowances for Children and Wives (2013):** This law underpins the Children and Wife’s grant, which is a universal family allowance system that provides financial support to all Libyan children and some Libyan married and unmarried women.[[58]](#footnote-59) The programme was inactive for several years; however, it was meant to be reactivated in 2021.[[59]](#footnote-60)

**Main actors**

**The Ministry of Social Affairs** works to support women, children, the elderly and persons with disabilities.

The ministry includes three autonomous bodies **the Social Security Fund (SSolF),** the Social Solidarity Fund (SSolF), and **the Marriage Support Fund**. The Social Solidarity Fund, as the main implementer of social assistance in Libya, is dealt with in detail below.[[60]](#footnote-61)

Within the ministry, three internal departments are worthy of note: **Department for Family and Children (**providing care for women and girls that face gender-based violence, and overseeing the implementation of legislation related to equal opportunities for women),[[61]](#footnote-62) **Department on Humanitarian Affairs and Assistance:** responsible for responding to shocks through the provision of emergency assistance equipment and shelter, assessing the number of poor, large and needy families as well as approximating the value of disaster compensation and monitoring the rapidness of its delivery; and,[[62]](#footnote-63) and **Department for Affairs of PWDs:** responsible for health assessments to confirm disability and the issuance of disability cards. Equipping PWD centres with necessary materials, providing housing for PWDs[[63]](#footnote-64)

**The Social Solidarity Fund** is the main implementing body for state-led social assistance programmes in Libya and implements a range of programmes with different target populations.

SSolF has 26 branches[[64]](#footnote-65) (approximately 60 offices) spread out across the country. The SSolF has its own, independent budget that is financed from a 1 per cent contribution deducted from taxation. The institution runs a range of programmes that cover children which are dealt with in table 2 below.[[65]](#footnote-66)

**The Higher Committee for Children** is in charge of developing policies and strategic plans related to childhood. It has been established by Art. 12 of Law no. 5 on Child Protection (2006) as an autonomous body under the Cabinet of Ministers. Its mandate includes a review of Libyan legislation relating to children’s issues and rights in order to provide recommendations. This committee also supports the work of relevant Libyan civil-society organisations and authorities regarding child protection.

**Current social protection programmes for children in Libya**

Current programmes are listed in the table below[[66]](#footnote-67) that displays the important information gaps, as well as the general lack of transparency on the eligibility criteria, definition of target populations, registration processes and information management systems. Some programs seem therefore to have overlapping target populations or to even be duplicated in some cases.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Program name | Benefit and Legislation | Implementing agency | Target population | Eligibility criteria and Registration process | Administrative database |
| Basic Assistance\* | Cash benefit established through Social Security Law no.13 of 1980, then fleshed out further in the Basic Assistance Law no.16 of 1985. | SSolF | * Elderly: above 60 for women and 65 for men
* Incapacitated: people unable to work
* Widows
* Orphans: children whose father has passed away or children with unknown or uncertain parentage; up until 18 for boys (unless students – until 28), and until marriage for girls
* Disabled wives
* Unmarried mothers: single women with children
* Those with limited income or difficult living situations: include children below 18 for a breadwinner no longer eligible due to the existence of a legal guardian
 | * Libyan nationals
* No income or income below the Benefits Assistance amount
* No breadwinner capable and legally obliged to support the individual
* No savings or capital that could be used or invested
* Unable to work or to attend training courses
* No registration within the Social Security Fund
* No registration as beneficiary from any Social Security Fund or military benefits
* Applicants have to submit a set of documents, including National ID number, proof of not benefiting from other benefits and pensions, proof that legal guardian or household breadwinner does not support them.
* For children: proof of school identification needed as well.
 |  |
| Wives and Children’s Grant\* | Only universal child allowance system in the MENA before 2011, established through Cabinet Decree no.9 in 1957 as the Family Allowance and reinstated in 2013 through Law no.27. Was meant to come into effect retroactively as of January 1st 2021.  | MoSA | * All Libyan children (under 18)
* Unmarried Libyan women with no income
* Married Libyan women with no income
* Married Libyan women to non-Libyans with children below 18 or with legal guardianship over children below 18 from non-Libyan husbands
 | * Delivered automatically based on the Civil Registry database which gathers birth and death certificates, validation of residency and citizenship.
 | The MoSA relies on the Civil Status Authority’s database as a starting point. |
| People with Disabilities Grant | Lifetime monthly financial grant, established through Decision no.41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs in 1990. | SSolF | * People with intellectual disabilities
* People with amputated limbs or permanent incapacitation in more than one limb: these people can receive financial assistance from a different program (Ministry for the Care of Families of Martyrs, Missing Persons and Amputees)
* People with chronic illnesses
 | * PWDs who are not in shelter homes and are unable to care for themselves
 | Applications go through the Social Solidarity Committee at *baladiyah* level. |
| Emergency Assistance | Cash or in-kind compensation for citizens in times of crisis and natural disasters, established through Law no.20 on Social Solidarity Fund (1998). Most recent legislation regulating this assistance is Decree no.184 (2012). | SSolF | Victims of crisis and natural disasters. | * Libyan citizens
* Subscribed to the Social Security Fund
* Applicant must have experienced natural disaster within past 90 days, and that has caused (including): loss of income, or damage to basic assets, or death of legal guardian or breadwinner
* Applicant is not insured against damages
* Through applications to the SSolF which conducts follow-up to determine eligibility, determine the cost of damages and provide assistance within no more than 20 days of application.
 |  |
| Zakat Fund | Monthly cash assistance and in-kind benefits collected through Zakat and established by the Cabinet Decision no.49 of 2012. | Under the administrative authority of the Ministry of Religious Affairs and Endowments | Vulnerable groups. | Based on Sharia principles. |  |
| Families of Martyrs, Missing Persons and Amputees Grant | Monthly financial assistance established by Law no.4 on Permanently Handicapped Individuals as a result of the Liberation War (2013). Extended by Law no.1 on the Care of Families of Martyrs and Missing Persons due to the 17th February Revolution (2014). This grant includes additional benefits such as subsidies on transportation, employment opportunities in government and its companies, priority on housing and commercial loans. | Ministry of Sponsorship of Families of Martyrs, Missing Persons and Amputees and the General Authority for the Search and Identification of Missing Persons | * Martyrs and missing persons’ families:
* Libyans and non-Libyans survivors of martyrs and missing persons
* First-degree relative
* Status that occurred between 15 February and 23 October 2011 (during the revolution)
* Amputees and handicapped:
* People who became permanently handicapped during the Liberation War (2011)
* Permanent physical disability
* Permanent sensory disability
* People suffering from mental illnesses or missing internal organs
* For children of martyrs/missing persons: up until 18.
 | Applicant should have proof of not registering in the list of PWDs with the SSolF. | Central Committee for Accounting of Beneficiaries (martyrs and missing persons) and Temporary Committee for Accounting of the Wounded (amputees and handicapped) within the Ministry is in charge of creating a database of beneficiaries. These two agencies have local committees across the country collecting data from applicants. |
| Social Assistance Benefit | Yearly or monthly cash and in-kind transfers | SSolF | Financial support for Libyan and non-Libyan households who have difficulty accessing essential social services | Based on income means |  |
| Grant for blind university and postgraduate students | Monthly cash assistance, established through Decree no.16 in 2020. Part of the Social Assistance Benefit (to be confirmed). | SSolF | Blind university or postgraduate students rely on the assistance of a reader to complete their studies. | Proof of level of studies before university.  | Applications go through the Committee of Solidarity which grants the benefits according to its available financial allocations. |
| Health Insurance Benefit\* | The cost of a subscription to health insurance is covered by the government according to Art. 3 of Law no.20 on Health Insurance (2010).[[67]](#footnote-68) | Ministry of Health (to be confirmed – Law mentions “the State”) | * Widows
* Orphans and children who do not have a legal guardian who supports them
* People without income
* Low-income groups (category determined by the General People’s Committee)
 |  |  |
| Health Assistance Benefit | Lump-sum for each individual. | SSolF | Financial support for individuals who are unable to access basic health services in specific areas. |  |  |
| Universal Subsidy Program | Established in 1971 with the Price regulation Fund through Law no.68. | * Ministry of Economy for food subsidies
* Ministry of Oil for subsidies on energy
* Social Security Fund for subsidies on public transport for PWDs
 | * Subsidies on basic food items: including flour, wheat, barley, rice, oil, tea, pasta, coffee, milk for children, etc.
* Subsidies on energy: fuel, electricity
* Subsidies on public transport for PWDs
* Subsidies on medications
 | Food items are provided in fixed per-capita quantities at cooperatives and flour is directly delivered to bakeries. | * For public transport subsidies for PWDs: Social Security Fund Committees at *baladiyah* level issue public transportation subsidy cards.
 |
| Housing Benefit | Housing benefits for the poor and other vulnerable categories are established through Art. 4 (1) of Law no.20 on the SSolF (1998), and through Law no.5 on the Establishment of a Marriage Support Fund (2019). | SSolF | Financial support to households who are unable to access affordable housing. Includes the provision of housing for poor couples wishing to get married. |  |  |

**Conclusion**

Although the Libyan government recognizes social protection as a right of its citizens through a comprehensive national legal framework, significant information gaps remain regarding the degree to which social protection programmes are currently functioning across the country. As Libya moves towards stabilization, reform of the social assistance system will play a crucial role in providing the necessary support to vulnerable Libyan families and children in a more systematic way. Building good practices found in other countries, these reforms need to be more inclusive of the important non-Libyan population that is currently left out of the social protection system.

1. The Social Solidarity Fund (SSolF) is the main implementer of social assistance programmes in Libya. However, not all social protection programmes that cover children fall under the remit of the fund, such as the recently reactivated Wife’s and Children’s Grant, so therefore this assessment will not exclusively cover programmes implemented by the SSolF. [↑](#footnote-ref-2)
2. 18 and under. [↑](#footnote-ref-3)
3. To start the research, UNICEF/UNHCR have requested that REACH map all the social protection programmes that cover children: either directly (social assistance for poor families or disability allowance); or indirectly (example). [↑](#footnote-ref-4)
4. Barriers could be physical, financial, administrative, social and/or cultural. [↑](#footnote-ref-5)
5. The specifics of data collection for phase 3 (at the municipal level) with be detailed in a methodology note following data collection at the national level. Where possible, Focus Group Discussions may be used. [↑](#footnote-ref-6)
6. International Organization of Migration, [Displacement Tracking Matrix Libya – Round 36, March-April 2021](https://reliefweb.int/sites/reliefweb.int/files/resources/DTM_R36_IDP_Returnee_Report.pdf). [↑](#footnote-ref-7)
7. REACH, Libya MSNA 2020, February 2021 [↑](#footnote-ref-8)
8. REACH, Libya MSNA 2020, February 2021 [↑](#footnote-ref-9)
9. International Labour Organisation (ILO), [World Social Protection Report: Universal Social Protection to Achieve the Sustainable Development Goals](https://www.ilo.org/global/publications/books/WCMS_604882/lang--en/index.htm)”, 2017-19 [↑](#footnote-ref-10)
10. ILO, [Relevant SDG Targets related to Social Protection Floor](https://www.ilo.org/global/topics/dw4sd/themes/sp-floor/WCMS_558585/lang--en/index.htm#T1.3) [↑](#footnote-ref-11)
11. ILO, [Social Protection Floor](https://www.ilo.org/global/topics/dw4sd/themes/sp-floor/lang--en/index.htm) [↑](#footnote-ref-12)
12. Social Solidarity Fund [website](https://tadamon.gov.ly/). [↑](#footnote-ref-13)
13. Both acronyms “SSF” and “SSolF” are used to refer to the Social Solidarity Fund. In this report and throughout the assessment, we will only use the latter to avoid confusion. [↑](#footnote-ref-14)
14. UN Economic and Social Commission for Western Asia (ESCWA), Comprehensive National Review of the Progress made Towards the implementation of the Beijing Declaration and the Platform for Action +25, 2019 [↑](#footnote-ref-15)
15. World Bank Group, Supporting Peace and Stability in Libya, 2019 [↑](#footnote-ref-16)
16. REACH, Libya MSNA 2020, February 2021 [↑](#footnote-ref-17)
17. *Ibid.* [↑](#footnote-ref-18)
18. International Policy Centre for Inclusive Growth, Non-contributory Social Protection Through a Child and Equity Lens in Libya, August 2018 [↑](#footnote-ref-19)
19. Libyan Organization of Policies and Strategies, Performance Assessment of the Ministry of Social Affairs in Libya, December 2016 [↑](#footnote-ref-20)
20. Moodle is an online learning platform that allows trainees to read materials, listen to audio and watch videos. It can also be moderated to check that people have viewed/watched/listened to each resource and has chat functions that allow trainees to ask questions. Given that there are continuous internet connectivity issues and power outages in Libya, this software is particularly appropriate, as it also allows people to sign in and complete the course in their own time, whenever they are able to. The trainees will be given one working week to complete the training and each day moderators will be online to monitor progress and answer questions. [↑](#footnote-ref-21)
21. International Labour Organisation (ILO), [World Social Protection Report: Universal Social Protection to Achieve the Sustainable Development Goals](https://www.ilo.org/global/publications/books/WCMS_604882/lang--en/index.htm)”, 2017-19 [↑](#footnote-ref-22)
22. *Ibid.* [↑](#footnote-ref-23)
23. OHCHR, “[The Human Rights Approach to Social Protection](https://www.ohchr.org/documents/issues/epoverty/humanrightsapproachtosocialprotection.pdf)”, 2012. [↑](#footnote-ref-24)
24. ILO, [Relevant SDG Targets related to Social Protection Floor](https://www.ilo.org/global/topics/dw4sd/themes/sp-floor/WCMS_558585/lang--en/index.htm#T1.3) [↑](#footnote-ref-25)
25. UNICEF, [Social Protection](https://www.unicef.org/social-policy/social-protection). [↑](#footnote-ref-26)
26. UNHCR, [UNHCR Mapping of Social Safety Nets for Refugees Opportunities and Challenges](https://www.unhcr.org/5ad5b4084.pdf) [↑](#footnote-ref-27)
27. World Bank, “[Human(itarian) Capital? Lessons on Better Connecting Humanitarian Assistance and Social Protection](https://documents1.worldbank.org/curated/en/946401542689917993/pdf/Human-itarian-Capital-Lessons-on-Better-Connecting-Humanitarian-Assistance-and-Social-Protection.pdf)” [↑](#footnote-ref-28)
28. United Nations Department of Economic and Social Affairs, Promoting inclusion through social protection: report on the world social situation 2018 [↑](#footnote-ref-29)
29. UNICEF, [Social Protection](https://www.unicef.org/social-policy/social-protection). [↑](#footnote-ref-30)
30. United Nations Department of Economic and Social Affairs, Promoting inclusion through social protection: report on the world social situation 2018 [↑](#footnote-ref-31)
31. International Labour Organisaiton (ILO), [World Social Protection Report: Universal Social Prtoection to Achieve the Sustainable Development Goals](https://www.ilo.org/global/publications/books/WCMS_604882/lang--en/index.htm)”, 2017-19 [↑](#footnote-ref-32)
32. Save the Children, “[The War on Children](https://www.savethechildren.net/sites/default/files/waronchildren/pdf/waronchildren.pdf)” [↑](#footnote-ref-33)
33. Child Protection Working Group Libya, “[Overview](https://www.humanitarianresponse.info/en/operations/libya/child-protection-working-group)”. [↑](#footnote-ref-34)
34. JMMI [↑](#footnote-ref-35)
35. UNICEF, “[Libya Situation Report no 1: January – March 2021](https://www.unicef.org/media/99786/file/Libya%20Situation%20Report%20No.1%2C%201%20Jan%20-%2031%20Mar%202021.pdf)” [↑](#footnote-ref-36)
36. Libya, Humanitarian Response Plan 2021. [↑](#footnote-ref-37)
37. United Nations Department of Economic and Social Affairs, [Promoting inclusion through social protection: report on the world social situation 2018](https://www.un.org/development/desa/dspd/wp-content/uploads/sites/22/2018/07/1-1.pdf) [↑](#footnote-ref-38)
38. UNHCR, Mappign Social Safety Nets in 18 coutries” [↑](#footnote-ref-39)
39. UNHCR, “[Mapping of Social Safety Nets for Refugees](https://www.unhcr.org/5ad5b4084.pdf)”. [↑](#footnote-ref-40)
40. Although these programs are inclusive of migrants and refugees, undocumented migrants are still systematically left out of national social protection systems in the majority of cases. [↑](#footnote-ref-41)
41. [Ministère de la Santé. Couverture sanitaire des Migrants au Maroc. 2018](https://www.sante.gov.ma/Documents/2018/04/JMS_MIgrants_V2.pdf) [↑](#footnote-ref-42)
42. [IOM-UN Migration. Migration Governance Snapshot: The Federative Republic of Brazil. 2018](https://migrationdataportal.org/sites/default/files/2018-09/Migration%20Governance%20Snapshot%20-%20The%20Federative%20Republic%20of%20Brazil.pdf#:~:text=Immigrants%20also%20have%20access%20to%20a%20range%20of,of%20documents%20requirements%2C%20such%20as%20proof%20of%20residence.) [↑](#footnote-ref-43)
43. [UNICEF. The Conditional Cash Transfer for Education (CCTE) Programme.](https://www.unicef.org/turkey/en/conditional-cash-transfer-education-ccte-programme) [↑](#footnote-ref-44)
44. [UNHCR. Trailblazing health scheme benefits refugees in Iran. 2018](https://www.unhcr.org/news/stories/2018/5/5ad616a44/trailblazing-health-scheme-benefits-refugees-iran.html#:~:text=The%20Universal%20Public%20Health%20Insurance%20%28UPHI%29%20programme%20enables,out-patient%20care%20such%20as%20x-rays%2C%20and%20medication%20costs.) [↑](#footnote-ref-45)
45. [UNICEF. No Lost Generation (Min Ila) Child-Focused Humanitarian Safety Net.](https://www.unicef-irc.org/files/upload/documents/Min%20Ila%20Overview%20FINAL%20draft.pdf) [↑](#footnote-ref-46)
46. [WHO. Implementing health insurance for migrants, Thailand. 2017](https://www.who.int/bulletin/volumes/95/2/16-179606.pdf) [↑](#footnote-ref-47)
47. Protection Sector Libya strategy [↑](#footnote-ref-48)
48. Save the Children, “[A Deadly Journey For Children: The Central Mediterranean Route](https://resourcecentre.savethechildren.net/node/13907/pdf/en_unicef_central_mediterranean_migration.pdf)” [↑](#footnote-ref-49)
49. All findings from MSNA 2020 report and dataset. [↑](#footnote-ref-50)
50. WFP, “Socioeconomic Impact of Currency Devaluation”, March 2021. [↑](#footnote-ref-51)
51. UNICEF el al, Literature Review to Map Social Protection Stakeholders and Programmes in Libya, **draft.**  [↑](#footnote-ref-52)
52. Ibid. [↑](#footnote-ref-53)
53. This convention defines the status of refugee and sets out the rights of individuals who are granted asylum and the responsibilities of nations granting asylum. It was never ratified by Libya. [↑](#footnote-ref-54)
54. OAU, [Convention Governing the Specific Aspects of Refugee Problems in Africa](https://au.int/sites/default/files/treaties/36400-treaty-0005_-_oau_convention_governing_the_specific_aspects_of_refugee_problems_in_africa_e.pdf), 1969. [↑](#footnote-ref-55)
55. Literature Review, draft. [↑](#footnote-ref-56)
56. [قانون رقم ( 5 ) لسنة 1987م بشأن المعاقين – وزارة العدل – دولة ليبيا (aladel.gov.ly)](https://aladel.gov.ly/home/?p=1211) [↑](#footnote-ref-57)
57. [قانون رقم ( 5 ) لسنة 1427 ميلادية بشأن حماية الطفولة – وزارة العدل – دولة ليبيا (aladel.gov.ly)](https://aladel.gov.ly/home/?p=1231) [↑](#footnote-ref-58)
58. Literature Review, draft. [↑](#footnote-ref-59)
59. State of Social Assistance in Libya: Review of Current Programs and Their Role in Responding to Crises, draft. [↑](#footnote-ref-60)
60. Ibid. [↑](#footnote-ref-61)
61. Art. 9 Decree no. 120 on the Organizational Structure of the Ministry of Social Affairs (2012) [↑](#footnote-ref-62)
62. Art. 10 Decree no. 120 on the Organisational Structure of the Ministry of Social Affairs (2012) [↑](#footnote-ref-63)
63. Art. 13 Decree no. 120 on the Organizational Structure of the Ministry of Social Affairs (2012) [↑](#footnote-ref-64)
64. NOTE: Our stocktaking indicates that only 22 branches are currently active, out of 26. [↑](#footnote-ref-65)
65. UNICEF el al, Literature Review to Map Social Protection Stakeholders and Programmes in Libya, draft. [↑](#footnote-ref-66)
66. All programs with an asterisk\* are those that directly target children. [↑](#footnote-ref-67)
67. [موقع تاجوراء للخدمات والمعلومات المجانية: قانون رقم (20) لسنة 2010 بشأن التأمين الصحي-ليبيا (tajuraa.blogspot.com)](https://tajuraa.blogspot.com/2018/01/20-2010.html) [↑](#footnote-ref-68)