

Libya

Multi-year Strategy 2023 – 2025



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1.1 Executive Summary

Libya remains both a major destination and transit country for large mixed migration flows including refugees and migrants due to its geographical position and porous land borders with its southern neighbours. UNHCR's multi-year (2023-2025) strategy will address the various protection risks, humanitarian and durable solutions needs of refugees, asylum-seekers, internally displaced people (IDPs), IDP returnees and host communities, in a comprehensive, effective, and coordinated manner. The strategy has been developed through an inclusive and participatory process, bringing together a wide range of relevant stakeholders, and informed by the findings from various needs assessments undertaken by UNHCR and partners over the past years.

By 2023, progress was made towards the resolution of internal displacement which is expected to continue in 2024 and beyond. The number of IDPs, as reported by IOM's Displacement Tracking Matrix (DTM), decreased from 316,000 in October 2020 to an estimated 125,802 people by December 2023 largely due to the improved security situation. This marked a 60% reduction in the number of IDPs since the ceasefire agreement, with most IDPs reporting that they have returned to their places of origin due to the improved security situation. Following the September 2023 mission of the United Nations Secretary-General's Special Adviser on Solutions to Internal Displacement, Robert Piper, significant progress had been noted towards resolving the challenges faced by IDPs due to a combination of strong community leadership, proactive Government measures and engaged international partners. An estimated 50,000 IDPs still require substantial efforts to realize solutions, mostly belonging to the Tawergha and Murzuq communities. Thus, the UN and UNHCR are gradually disengaging from the IDP response, maintaining only its footing in coordination and protection analysis beyond 2024, with UNHCR assistance provided in critical protection situations.

It is anticipated that the situation for refugees and asylum-seekers will remain challenging as they continue to be regarded as illegal migrants by Libyan authorities. UNHCR will ensure provision of essential protection and assistance services to alleviate some of the suffering, protect from deportation and advocate for alternatives to detention, and facilitate access to durable solutions out of Libya for some of the individuals with heightened protection risks. Since the outbreak of the Sudan conflict in April 2023, the considerable arrival of Sudanese refugees is expected to increase further with up to 149,000 Sudanese refugees in Libya by the end of 2024. Since July 2024, Libya is included in the Sudan Refugee Response Plan (RRP) under the leadership of UNHCR. The plan is targeting 195,000 refugees and host communities

with multi-sectoral assistance in Alkufra, Benghazi, Tripoli and other parts of the country. Working with authorities and 17 RRP partners, and in close collaboration with the UN RC/HC's Office, the response is coordinated through an inter-agency structure, including seven thematic task forces (Protection, Shelter & NFI, Food Security, WASH, Health & Nutrition, Education, and Access. These planned interventions included in the RRP aim at contributing to the first three objectives of the Global Compact on Refugees (GCR) including: (i) easing pressures on host countries, (ii) enhancing refugee self-reliance, and (iii) expanding access to third country solutions.

In addition, UNHCR will maintain and further improve its contingency planning and emergency response capacity, to rapidly and effectively respond to emergency situations. In 2023, as a result of Storm Daniel and the subsequent floods that hit eastern Libya from 9 to 11 September 2023, UNHCR was able to quickly reprioritize and reallocate resources to support people affected by the floods. Material assistance, including core relief items, medicines, Rubb Halls and generators, and human resources were reprioritized and reallocated to ensure a swift response. While UNHCR in Libya will remain sensitive and responsive towards IDP situations, it will phase out its support to flood affected IDPs during the course of 2024.

Finally, it should be noted that UNHCR's multi-year strategy is aligned with the UN Sustainable Development Cooperation Framework (UNSDCF), as well as the Humanitarian-Development-Peace Nexus inter-agency structure for Libya, of which UNHCR is a part, amongst other participating UN Agencies. In the UNSDCF structure, two collective outcomes focusing on: (i) durable solutions for IDPs (CO1) led by UNDP with support from UNHCR and IOM as co-chairs, and (ii) migration management (CO2) co-chaired by UNHCR IOM. The needs of refugees and asylum-seekers are covered under UNSDCF in line with the fundamental principle to “leave no one behind” and will support advocacy for their access to social and economic opportunities in collaboration with relevant development and humanitarian actors.

1.2 Situation Analysis

With its geopolitical location and the proximity of its coastline to Europe, Libya will continue to be a significant transit country along the Central Mediterranean Route in the context of mixed movements. At the same time, Libya remains and will continue to gain traction as a destination country, for refugees, including from Sudan, but also for

migrants, depending on the political and security situation in the country as well as in neighbouring countries.

Without political stability and concrete steps towards national elections, and consequent economic development, the situation of forcibly displaced people in Libya is likely to remain unpredictable and dire, especially for refugees and asylum-seekers, but also for a residual group of IDPs. It is estimated that the number of refugees and asylum-seekers registered with UNHCR will increase, especially due to the conflict in Sudan. The IDP population will steadily decline from the approximate 125,000 people in 2023 with most of them achieving a durable solution either through their voluntary return to their places of origin or local integration in their current areas of residence or elsewhere. The potential for durable solutions for the residual group of IDPs will be contingent on the Government's engagement to create the necessary conditions including facilitating or even promoting voluntary, safe, and dignified return of IDPs.

The recent crisis in Sudan as well as the impact of Storm Daniel and floods that hit eastern parts of Libya from 9 to 11 September show the need to unify decision-making and coordination among State institutions. UNHCR will continue to support the government efforts and contribute to the overall humanitarian response, including leading the refugee response.

UNHCR contributed to the finalization of the UNSDCF while simultaneously phasing out the Humanitarian Response Plan (HRP) for Libya, which ended at the end of 2022. In this regard, UNHCR, together with other UN agencies and under the leadership of OCHA, created a “protection transition group” to ensure that no residual protection issues are left unattended in 2023 following the launch of the UNSDCF and transition to the humanitarian-development-peace nexus (HDP). In addition, under the UNSDCF, UNDP leads the Collective Outcome 1 on Durable Solutions for IDPs supported by UNHCR and IOM as co-chairs, and UNHCR co-chairs the Collective Outcome 2 on Migration with IOM.

The five key priorities foreseen under UNHCR's multi-year strategy are to (a) provide ongoing registration and case management for refugees and asylum-seekers, with a focus on preventing gender-based violence and enhancing child protection safeguards through a community-based protection mechanism, (b) provide life-saving assistance, monitoring and reporting of persons in need of international protection within mixed migration flows, including advocacy for release from detention, (c) provide resettlement or evacuation out of Libya to refugees and asylum-seekers with heightened protection risks, (d) continued advocacy for timely and expanded access to forcibly displaced people with a focus on prevention from refoulement and alternatives to detention, and (e) support IDP priority groups, including returnees and host communities, in attaining their preferred durable solution and access to rights and services in 2024. From 2025, UNHCR will disengage from providing material assistance to IDPs, limiting only to

critical protection interventions, while continuing its engagement in coordination and protection analysis.

1.3 Vision and Strategic Orientation

The priority areas set out within the UNSDCF and the inter-agency structure of the HDP nexus for Libya provides an opportunity for further engagement for UNHCR. This engagement is strengthened firstly, via an expanded geographical scope of intervention, notably to the south and the east, and secondly, via broadened partnerships with other UN agencies. The aim is to strengthen the resilience of IDPs, returnees, asylum-seekers and host communities, and maximize complementarity of expertise and resources among agencies, through enhanced cooperation with Libyan authorities on protection-sensitive matters related to improved protection and access of refugees and asylum-seekers. This was evident in UNHCR's leadership role for the contingency planning in regard to the Sudan conflict and to Storm Daniel, where UNHCR expanded its presence in the east, through its Field Office in Benghazi, and repositioned its resources to address the needs of storm-affected populations. As part of the UNSDCF framework, these efforts were aligned with others exerted by the State, other UN agencies and humanitarian actors.

This strategic approach will require dedicated engagement from the international community, particularly in terms of responsibility-sharing with Libyan counterparts, through more direct resettlement quotas as well as other legal pathways, in order to implement durable solutions for refugees and asylum-seekers at heightened protection risks outside Libya.

To enhance the response capabilities and ensure evidence-based programming, the Office will make use of quantitative and qualitative data collected through different methodologies (Joint Data Centre research, protection needs assessment, registration, etc.) and use advanced data analysis techniques, including trend analysis, predictive modelling, and forecasting. UNHCR will invest in organizational cultural change aimed at achieving a data-informed decision-making culture. This shift will ensure existing staff continue to work on data and information while UNHCR invests in their capacities and information systems.

With regards to predicted results under the second impact area linked to the realization of basic needs in safe environments, these will help address immediate and short-term needs of forcibly displaced people through the delivery of appropriate life-saving assistance including the distribution of conditional and unconditional (restricted and unrestricted) cash assistance, core relief items, and primary health consultations, while

advocating for their access to public services through the implementation of quick impact projects, also supporting peaceful coexistence.

Changes expected in terms of empowering communities and achieving gender equality will be achieved by further building on existing community-based structures in which UNHCR and partners will seek to ensure that women, girls, and other specific population groups are adequately represented.

1.4 Fair Access and Representation

Throughout 2023-2025, UNHCR will seek to effectively implement its comprehensive strategy on Communication with Communities (CwC), to address the information needs of forcibly displaced people by delivering comprehensive protection services and targeted support. UNHCR will engage closely with government counterparts, UN agencies, and national and international NGOs as well as directly with forcibly displaced communities.

Improved communication and feedback mechanisms through regular community consultations, management of the Communication and Feedback Mechanism (CFM), social media initiatives (e.g. dedicated Facebook page), and home and field visits will serve as a basis for protection and assistance programming. Continuous improvement of platforms like Knowledge Base with updated frequently asked questions on different aspects for UNHCR staff and partners, as well as joint outreach with UN sister agencies (e.g. UNFPA) will be pursued amongst other initiatives. Such engagement will further enhance UNHCR's CwC and accountability to affected populations (AAP) approaches.

UNHCR will continuously review and adjust communication methods and information materials to respond to the needs identified through the CwC, to ensure coverage of a full spectrum of information and that proper counselling is made available to forcibly displaced people through all available communication channels including UNHCR hotlines, inter-agency CFM as well as relevant channels used by partners. Regular outreach will be undertaken with refugee, IDP communities and community volunteers to make sure effective communication with forcibly displaced and reinforce UNHCR's accountability to affected populations.

2. Impact Statements

Impact statement

By the end of 2025 more forcibly displaced people are able to move freely throughout Libya without fear of arrest, exploitation, with access to services, assistance and durable solutions for those most in need, including protection from refoulement for refugees and asylum-seekers.

Impact area: Attaining favourable protection environments

Outcome statements

Registration and documentation procedures and systems function effectively and in a timely manner for refugees and asylum-seekers, and IDPs' awareness on documentation is raised.

Outcome area: Access to territory, registration and documentation

Refugees and asylum-seekers: Refugees and asylum-seekers with heightened protection risks identified for solutions consideration are assessed in accordance with procedural standards and cleared for resettlement or evacuation in a timely manner.

Outcome area: Refugee status determination

Refugees and asylum-seekers: National legal framework protects refugees and asylum-seekers from refoulement and allows access to basic rights.

Outcome area: Protection policy and law

Refugees and asylum-seekers: By the end of 2025, risks of gender-based violence (GBV) are reduced for refugees and asylum-seekers in Libya, through access to quality response services and prevention programming effectively addressing the root causes of GBV.

Outcome area: Gender-based violence

Refugees and asylum-seekers: Child protection services are strengthened to ensure children at risk are adequately supported by families, communities, and humanitarian actors.

Outcome area: Child protection

Refugees and asylum-seekers: Alternatives to immigration detention are applied and refugees and asylum-seekers are released into urban setting.

Outcome area: Safety and access to justice

IDPs: Protection risks of IDPs are identified, assessed, and IDPs are referred to relevant service providers in an adequate and timely manner through protection monitoring.

Outcome area: Gender-based violence

IDPs: Children benefit from child protection activities

Outcome area: Child protection

Resources for responses are mobilized in line with identified needs, and response priorities are appropriately communicated

Outcome area: External engagement and resource mobilization

Impact statement

Between 2023-2025, refugees, asylum-seekers, IDPs, and IDP returnees have access to basic services.

Impact area: Realizing rights in safe environments

Outcome statements

Refugees, asylum-seekers, IDPs, and IDP returnees with heightened risk or vulnerability can meet their basic needs

Outcome area: Well-being and basic needs

IDPs and IDP returnees have increased access to individual shelter opportunities while refugees and asylum-seekers with identified heightened vulnerabilities have increased access to alternative care arrangements and transitional shelter, pending solutions

Outcome area: Sustainable housing and settlements

Refugees and asylum-seekers: Access to health services is improved for refugees and asylum-seekers

Outcome area: Healthy lives

Impact statement

Forcibly displaced people have a strengthened environment for peaceful coexistence and social cohesion, and better access to livelihood opportunities while Refugees and asylum-seeking children have improved access to the national education system.

Impact area: Empowering communities and achieving gender equality

Outcome statements

Host and displaced communities have strengthened capacity and greater interest in supporting peaceful coexistence and empowerment of their communities.

Outcome area: Community engagement and women's empowerment

Refugees and asylum-seekers: Children have unhindered access to the national education system

Outcome area: Education

Impact statement

By the end of 2025, more refugees and asylum-seekers benefit from a wider range of durable solutions, including timely and direct access to resettlement, humanitarian evacuation, and complementary pathways.

Impact area: Securing solutions

Outcome statements

Refugees and asylum-seekers: Vulnerable refugees and asylum-seekers have access to increased resettlement opportunities, including humanitarian evacuation and complementary pathways

Outcome area: Resettlement and complementary pathways

3. Libya 2025 Indicators and Targets

Country	Results Level	Result Area	Indicator	Population Type	Baseline	Target 2025
Libya	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	32%	Not applicable
Libya	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	IDPs	100%	Not applicable
Libya	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Refugees and Asylum-seekers	11%	Not applicable
Libya	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	IDPs	78%	Not applicable
Libya	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	26%	Not applicable
Libya	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	88%	Not applicable
Libya	Impact	IA3: Empower	3.1 Proportion of people who have the right to decent work	IDPs	100%	Not applicable
Libya	Impact	IA3: Empower	3.1 Proportion of people who have the right to decent work	Refugees and Asylum-seekers	0%	Not applicable
Libya	Impact	IA3:	3.2a Proportion of children	Refugees	16%	Not

		Empower	and young people enrolled in primary education	and Asylum-seekers		applicable
Libya	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Refugees and Asylum-seekers	6%	Not applicable
Libya	Impact	IA3: Empower	3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark	IDPs	10%	Not applicable
Libya	Impact	IA3: Empower	3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark	Refugees and Asylum-seekers	54%	Not applicable
Libya	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	1,224	Not applicable
Libya	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	409	Not applicable
Libya	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	66	Not applicable
Libya	Impact	IA4: Solve	4.3b Number of refugees for whom residency status is granted or confirmed	Refugees and Asylum-seekers	0	Not applicable
Libya	Outcome	OA1: Access/Doc	1.1 Proportion of refugees and asylum seekers registered on an individual basis	Refugees and Asylum-seekers	100%	100%
Libya	Outcome	OA1: Access/Doc	1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority	IDPs	100%	100%
Libya	Outcome	OA2: Status	2.1 Average processing time (in days) from registration to first instance asylum decision	Refugees and Asylum-seekers	768	659
Libya	Outcome	OA2: Status	2.3 Proportion of people undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim	Refugees and Asylum-seekers	14%	100%
Libya	Outcome	OA4: GBV	4.1 Proportion of people who	Refugees	3%	5%

			know where to access available GBV services	and Asylum-seekers		
Libya	Outcome	OA4: GBV	4.3 Proportion of survivors who are satisfied with GBV case management services	Refugees and Asylum-seekers	86%	80%
Libya	Outcome	OA5: Children	5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure	Refugees and Asylum-seekers	57%	55%
Libya	Outcome	OA5: Children	5.2 Proportion of children who participate in community-based child protection programmes	IDPs	1%	5%
Libya	Outcome	OA5: Children	5.2 Proportion of children who participate in community-based child protection programmes	Refugees and Asylum-seekers	40%	20%
Libya	Outcome	OA5: Children	5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement	Refugees and Asylum-seekers	13%	5%
Libya	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	IDPs	Extensive: ≥70 points	Extensive: ≥70 points
Libya	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	Refugees and Asylum-seekers	Extensive: ≥70 points	Extensive: ≥70 points
Libya	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Refugees and Asylum-seekers	100%	70%
Libya	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	IDPs	56%	26%
Libya	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	Refugees and Asylum-seekers	74%	75%
Libya	Outcome	OA9: Housing	9.1 Proportion of people living in habitable and affordable housing	IDPs	56%	34%

Libya	Outcome	OA9: Housing	9.1 Proportion of people living in habitable and affordable housing	Refugees and Asylum-seekers	28%	29%
Libya	Outcome	OA10: Health	10.2. Proportion of births attended by skilled health personnel	Refugees and Asylum-seekers	100%	40%
Libya	Outcome	OA11: Education	11.2 Proportion of children and young people enrolled in the national education system	Refugees and Asylum-seekers	1%	3%
Libya	Outcome	OA15: Resettle	15.1 Number of refugees submitted by UNHCR for resettlement	Refugees and Asylum-seekers	750	To be confirmed