

WORKING PAPER

working paper **number 194**
august, 2022

ISSN 1812-108x

A mapping of Libya's social protection sector

Maya Hammad and Nourjelha Mohamed,
International Policy Centre for Inclusive Growth (IPC-IG)



Working Paper No. 194

A mapping of Libya's social protection sector

By Maya Hammad and Nourjelha Mohamed

Copyright© 2022

International Policy Centre for Inclusive Growth

The International Policy Centre for Inclusive Growth (IPC-IG) is a partnership between the United Nations and the Government of Brazil to promote learning on social policies. The IPC-IG is linked to the United Nations Development Programme (UNDP) in Brazil, the Ministry of Economy (ME) and the Institute for Applied Economic Research (Ipea) of the Government of Brazil.

Designed by the IPC-IG Publications team: Roberto Astorino, Flávia Amaral, Priscilla Minari and Manoel Salles

Rights and permissions—all rights reserved

The text and data in this publication may be reproduced as long as the source is cited. Reproductions for commercial purposes are forbidden.

The International Policy Centre for Inclusive Growth disseminates the findings of its work in progress to encourage the exchange of ideas about development issues. The papers are signed by the authors and should be cited accordingly. The findings, interpretations, and conclusions that they express are those of the authors and not necessarily those of the United Nations Development Programme or the Government of Brazil.

This publication is available online at www.ipcig.org. For further information on IPC-IG publications, please feel free to contact publications@ipcig.org.

Suggested citation: Hammad, M., and N. Mohamed. 2022. "A mapping of Libya's social protection sector." *Working Paper*, No. 194. Brasília: International Policy Centre for Inclusive Growth.

ISSN: 1812-108X

SUMMARY

- Acknowledgements..... 6**
- Acronyms and abbreviations..... 7**
- 1 Introduction 8**
- 2 Background 9**
- 3 Social protection legal frameworks 12**
 - 3.1 Social protection in national laws 12
 - 3.2 Social protection obligations in international laws and frameworks 15
- 4 Stakeholder mapping 17**
 - 4.1 Main national actors involved in social protection 17
 - 4.2 Main international actors involved in social protection 21
- 5 Mapping of programmes 21**
 - 5.1 Overview 21
 - 5.2 Social assistance programmes 22
 - 5.3 Social insurance programmes 39
 - 5.4 Labour market programmes 45
 - 5.5 Social care services programmes 45
- 6 Challenges and priorities 47**
 - 6.1 Challenges 47
 - 6.2 Priorities 50
- 7 Conclusion..... 51**
- 8 Annex 54**
 - 8.1 Role of national actors in the social protection sector 54
 - 8.2 Role of international actors in the social protection sector 59
- References 62**
 - Laws and decrees 62
 - Cited literature 65

LIST OF FIGURES

Figure 1. GDP growth for hydrocarbons and non-hydrocarbons, 2017–2021	9
Figure 2. Social insurance provided to private-sector workers	10
Figure 3. Social protection definition according to Social Security Law No. 13 (1980)	12
Figure 4. National governmental actors involved in the social protection sector	18
Figure 5. Estimated percentage coverage of the population for a selection of social assistance programmes across different years	27
Figure 6. Total expenditure of selected social assistance programmes (LYD)	27
Figure 7. Development of the legal frameworks for the Basic Pension programme	28
Figure 8. Basic Pension beneficiaries by household size, 2021	32
Figure 9. Basic Pension beneficiaries by household category, 2020	33
Figure 10. Fuel Subsidy expenditures, 2018–2021 (LYD, millions)	38
Figure 11. Social insurance benefits by type of workers covered	39
Figure 12. Number of contributors to the Social Security Fund in Tripoli by type of employment	40

LIST OF TABLES

Table 1. Libya’s international and regional legal and policy frameworks	15
Table 2. ILO minimum social security standards accepted by Libya and the corresponding national programmes	17
Table 3. Relevant departments of the MOSA	19
Table 4. Relevant departments of the Social Solidarity Fund	20
Table 5. Summary of social assistance programmes	22
Table 6. Description of categories of individuals eligible for the Basic Pension	29
Table 7. Income calculation to determine eligibility for Basic Pension beneficiaries	30
Table 8. Changes in the Basic Pension benefit amount	32
Table 9. Eligible categories for the Wives and Children’s Grant	34
Table 10. Fuel prices and subsidies (2013)	38
Table 11. Contribution rates by category and contributor	40
Table 12. Summary of social insurance benefits	41
Table 13. Summary of labour market programmes	45
Table 14. Summary of social care services	46

Table 15. Additional benefits for PWDs stipulated by Law No. 5 on PWDs (1978) and their implementation status	47
Table 16. Stakeholder-identified challenges and number of times mentioned	49
Table 17. Stakeholder-identified priorities and number of times mentioned	51
Table 18. Role of national actors in the social protection sector	54
Table 19. Role of international actors in the social protection sector.....	59

ACKNOWLEDGEMENTS

The following paper is based on a 'Roadmap for the Development of Social Protection Policy for Libya', which was a joint project between the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) Libya and the National Economic and Social Development Board (NESDB) and developed by the International Policy Centre for Inclusive Growth (IPC-IG). The paper was prepared by Maya Hammad and Nourjelha Mohamed (IPC-IG), with contributions from Khaled Al-Jezwi and Hani Al-Tarhouni (NESDB), as well as Remy Pigois (UNICEF Maghreb) and Emmanuel Maduiké (UNDP Libya). The authors would also like to express their gratitude to Charlotte Bilo, Fabio Veras Soares and Nicolo Bird (all IPC-IG), as well as Fekadu Terefe, Nadine Abdelraouf, Shireen Al-Azzawi, Vito Intini and Walid Merouani (all UNDP) for their inputs and review.

The team appreciates the contributions of and collaboration with national partners in Libya, including the Social Protection Expert Committee established to provide technical expertise throughout the roadmap development process, and all civil servants who participated in the key informant interviews with the research team. The team is also grateful for the comments and feedback received from governmental institutions during the roadmap final validation workshop in October 2021. Finally, the team is grateful to Adea Kryeziu, Amr S. Moubarak and Carlo Del Ninno (all World Bank), as well as Matteo Caravani (World Food Programme), for sharing their 'Assessment of the Social Assistance Programs and Delivery in Libya' which was used in the paper.

ACRONYMS AND ABBREVIATIONS

GDP	Gross domestic product
IDP	Internally displaced person
ILO	International Labour Organization
IPC-IG	International Policy Centre for Inclusive Growth
KII	Key informant interview
LYD	Libyan Dinar
M&E	Monitoring and evaluation
MOSA	Ministry of Social Affairs
NESDB	National Economic and Social Development Board
PWD	Person with disabilities
SSF	Social Solidarity Fund
SP	Social protection
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
USD	United States Dollar
WFP	World Food Programme

A MAPPING OF LIBYA'S SOCIAL PROTECTION SECTOR

Maya Hammad and Nourjelha Mohamed¹

1 INTRODUCTION

Prior to the conflict, Libya was one of the most developed countries in North African region, with a gross national income of USD12,440 per capita in 2010 (World Bank 2021c). The country had relatively comprehensive public services, and the population enjoyed a significant number of contributory and non-contributory benefits supported by a robust social protection (SP) legal framework. Spending on SP was estimated at 4.4 per cent of gross domestic product (GDP) in 2010, and the formal social security system achieved coverage rates of up to 87 per cent (Jawad 2014). In the aftermath of the uprising in 2011, the toppling of the Gaddafi regime, and the political split of 2014,² Libya's economy, public service provision and, consequently, its population have suffered significantly. Most recent estimates indicate that 912,000 people—i.e. 13 per cent³ of the population—are in need of humanitarian assistance (UNHCR Libya 2021), and an approximate 278,000 people have been displaced due to conflict (IOM 2021c). Given the increased needs of the population, the existence of many but uncoordinated programmes within Libya and the absence of a unified SP policy, the importance of a comprehensive SP system is more evident than ever.

Against this background, this working paper aims to investigate the SP system in Libya from three perspectives: first, by looking at the national and international laws pertaining to SP which Libya has issued or ascribed to; second, by mapping all relevant entities in the area of SP; and, finally, by presenting the programmes implemented in Libya in the areas of social assistance, social insurance, the labour market and social care services.

This working paper is a result of work conducted for a project to develop a roadmap for the preparation of an SP policy for Libya. The roadmap was developed by the International Policy Centre for Inclusive Growth (IPC-IG) in partnership with the National Economic and Social Development Board (NESDB), the United Nations Children's Fund (UNICEF) Libya and the United Nations Development Programme (UNDP) Libya. The project, which began in December 2020 and ended in October 2021, was funded jointly by UNICEF Libya, UNDP Libya and the UNICEF Middle East and North Africa Regional Office (MENARO).

1. International Policy Centre for Inclusive Growth (IPC-IG).

2. Based on a 2020 total population count of 6,931,061 people (BSC 2020).

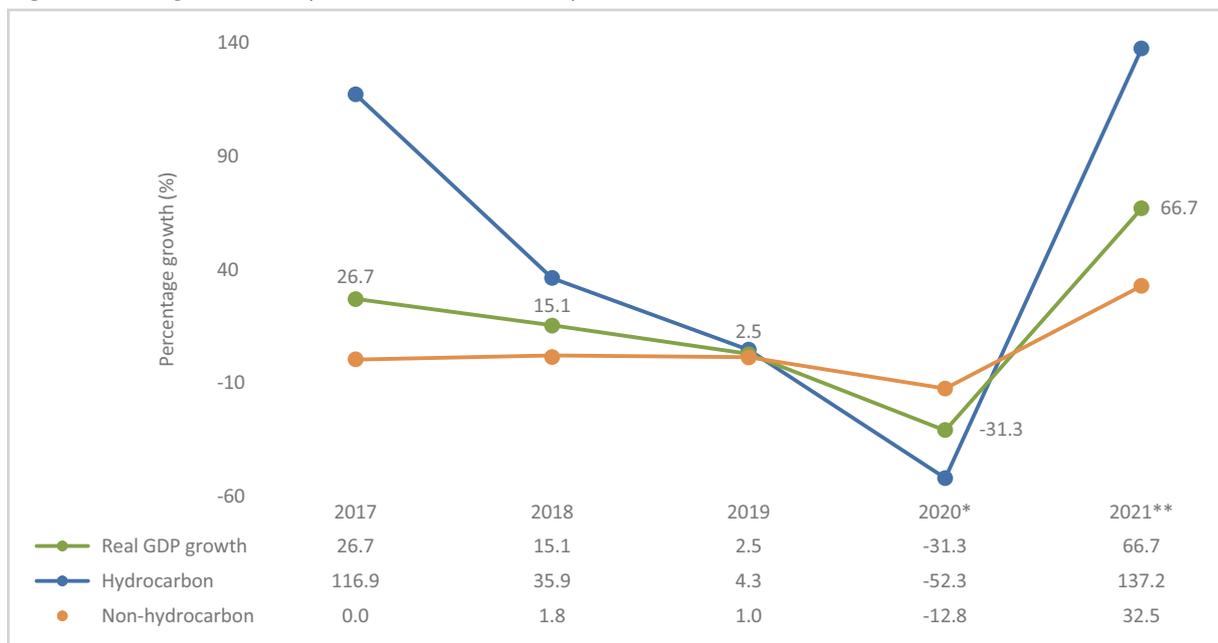
3. Ibid.

The paper employed a combination of qualitative data collection methods, including: (i) an extensive literature review of over 100 legal documents and reports; (ii) 13 questionnaires sent to national entities; and (iii) 13 key informant interviews (KIIs) with 18 individuals from relevant entities involved in SP in Libya.⁴ The findings presented in this paper have been reviewed by Libya's Social Protection Expert Committee and were validated by all stakeholders involved in a national workshop organised by the NESDB on 28 October 2021.

2 BACKGROUND

The conflict in Libya has caused a loss of economic potential in the country equivalent to an estimated LYD783.2 billion (ESCWA 2021). It has resulted in a significant drop in growth, high volatility, a reduction in government revenues, expenditure and investment, as well as diminishing production sectors such as construction and agriculture (ibid.). Furthermore, the outbreak of the COVID-19 pandemic exacerbated the impact of reduced oil outputs, causing an estimated 31.3 per cent decrease in real GDP in 2020 (World Bank 2021a). However, given the ceasefire announced in October 2020 and the resumption of higher oil production, economic projections for 2021 forecast an increase in GDP of 66.7 per cent from 2020 (ibid.), as shown in Figure 1.

Figure 1. GDP growth for hydrocarbons and non-hydrocarbons, 2017–2021



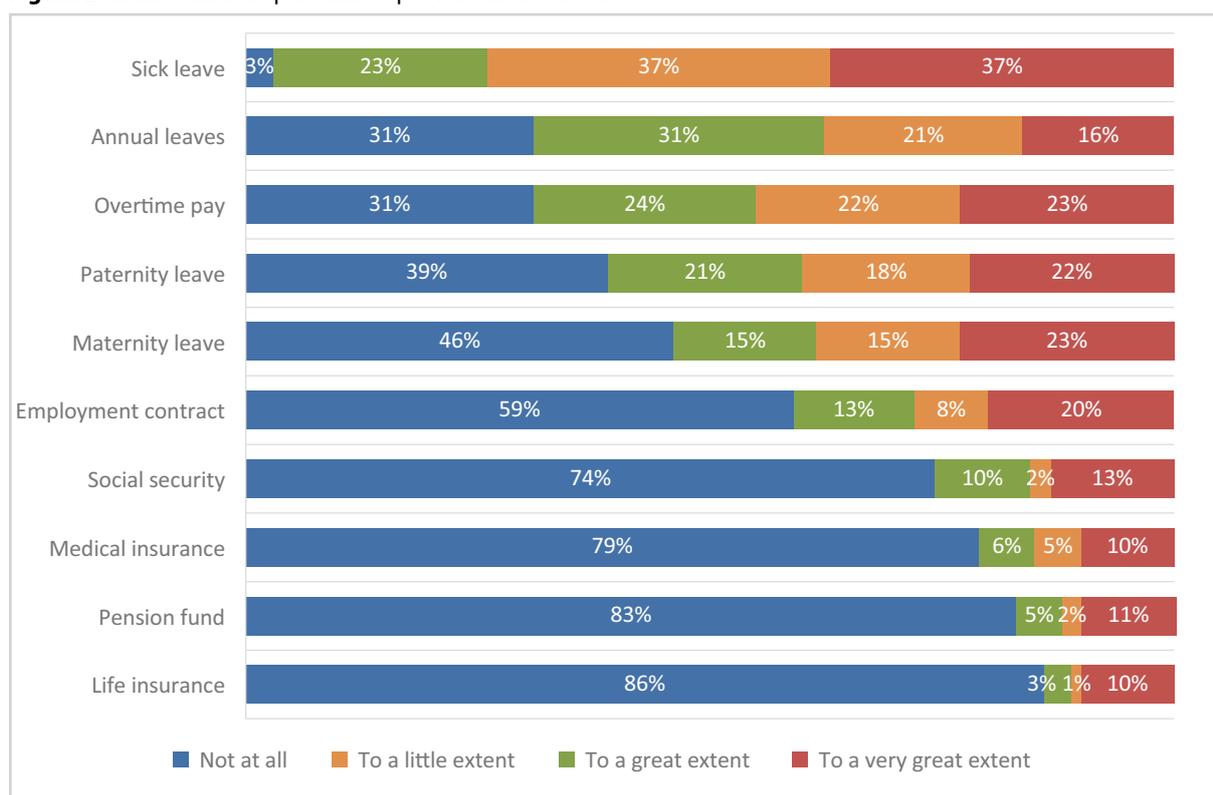
Notes: * 2020 data based on World Bank staff estimates; ** 2021 data based on World Bank staff forecasts.

Source: World Bank (2021a, 23).

4. The research team experienced significant challenges in the data collection process, with most information requested by national entities not being provided, and some conflicting information provided. To overcome these limitations, the research team summarised all findings from the KIIs as much as possible.

Nevertheless, employment opportunities remain bleak, especially for Libyan youth (Eyad 2021). The public sector remains the main employer in Libya, but the composition of the labour market has been shifting gradually, given the decline in public employment (IOM 2021b). In 2013, 80 per cent of workers were employed in the public sector, yet most recent estimates from 2021 indicate that the share is closer to 70 per cent (IOM 2021b, 33). The decrease in public employment means that those working in the private sector or as informal workers are often not covered by a social safety net (IPC-IG and UNDP Libya forthcoming) and face the added vulnerabilities associated with unstable and lower incomes (UNDP 2021, 4). Moreover, as Libya's most recent labour force survey was conducted in 2013, up-to-date information on the share of employment in the private sector and the prevalence of informality is limited. However, there have been estimates of increased opportunities in the private sector (UNDP 2021, 21–22) and a rise in informality in the last few years (Rahman and Di Maio 2020),⁵ as individuals not only engage in daily labour but are also employed in formal companies informally, without employment contracts, job stability or access to social insurance (IPC-IG and UNDP Libya forthcoming), as reflected in Figure 2.

Figure 2. Social insurance provided to private-sector workers



Note: It is unclear whether the categories 'social security' and 'pension fund' refer to the Social Security Fund, as the source does not provide an explanation of the categories.

Source: UNDP (2021). Labour market assessment survey conducted between October 2020 and January 2021.

5. Based on data collected through the Libya Enterprise Survey of 400 firms across 26 different sectors across all regions in Libya, which was conducted by the World Bank in 2018.

In terms of the health sector, it is estimated that more than half of health care facilities have closed down since 2019 due to the conflict, with primary health care facilities being the most affected (Health Cluster Libya 2020). Those that remain operational face further challenges due to a lack of supplies and inadequate amounts of medication (World Bank 2021a). Existing data on out-of-pocket expenditures on health are quite outdated, as they are from 2014, when they represented 26.5 per cent of total health care spending (WHO 2018). There are some reports of a significant increase (Health Cluster Libya 2020). Due to the problems of accessing health care both physically and financially, the multisectoral needs assessment conducted by REACH in 2020 reported that 16 per cent of respondents identified health as their most common and only need (REACH 2021).

While educational enrolment was particularly high in Libya before the conflict (BSC 2016), continuous disruptions to the school year due to closures in 2014, 2018 and 2019 (Eyad 2021), as well as the physical destruction of over 550 schools (GCPEA 2016), has meant that educational accessibility and attainment have been negatively affected. In 2020 alone a further 16 schools were damaged due to the conflict, and an estimated 316,000 children and 10,000 teachers were in need of educational support (UNICEF Libya 2020a). A further 27 schools were repurposed to serve as shelters for internally displaced persons (IDPs), and others were repurposed by armed actors as military barracks and field hospitals (Espeut et al. forthcoming). Data from 2014 reveal problems with accessibility to early childhood education and a disturbingly low quality of schooling, as 7 per cent of children aged 8–14 were two or more years behind in school, and 21 per cent of children aged 12–14 did not complete primary education (Karpati and de Neubourg 2020).

All in all, the situation in Libya has been steadily improving. In October 2020, political negotiations resulted in the formation of a joint commission known as the 5+5 committee, which then facilitated a new round of political talks led by the United Nations. After that, the Libyan Political Dialogue Forum was set up to negotiate a roadmap for reunifying the country. It agreed generally on parliamentary and presidential elections to be held at the end of 2021 and to entrust an interim prime minister and a new three-person Presidency Council with managing the country's affairs until then. Subsequently, in March 2021, the Government of National Unity was formed as an attempt to unify the two rival governments (ICG 2021).⁶ With the establishment of the Government of National Unity, a series of changes were implemented across the SP sector, namely the reactivation of a universal Wives and Children's Grant, an increase in the benefit level provided under the country's largest cash assistance programme known as the 'Basic Pension', and the formation of a committee to study the removal of the fuel subsidy. Relevant entities have also been working towards ensuring the application of the country's pre-conflict comprehensive SP legal frameworks, which have been patchy and disrupted due to the conflict and limited resources. Given this context,⁷ the ongoing governmental consolidation and its focus on stabilising the country and revitalising public services requires an in-depth understanding of the existing SP infrastructure in Libya, which can subsequently inform efforts to support the future development of the sector in the country.

6. However, with the passing of a vote of no confidence in the Government of National Unity by the Libyan parliament in mid-September (Al-Jazeera 2021) and the failure to approve a list of candidates for the upcoming presidential election (Wintour 2021), the situation seems more uncertain.

7. Nonetheless, it is important to note that the situation at the time of publication is quite different from the situation at the time of writing in the early summer of 2021. The Libyan context has changed given the parliament's vote of no confidence in the Government of National Unity in late September 2021 which has delayed the elections and exacerbated uncertainty.

3 SOCIAL PROTECTION LEGAL FRAMEWORKS

3.1 SOCIAL PROTECTION IN NATIONAL LAWS

The right to SP is entrenched in Art. 8 of the 2011 Constitutional Declaration,⁸ which indicates that the “State shall guarantee equal opportunity for every citizen and shall provide an appropriate standard of living”, and in Art. 5, which stipulates that mothers, children and elderly people are to be protected and that children, youth and persons with disabilities (PWDs) will be taken care of by the State. Libya’s Law No. 13 on Social Security (1980) provides a comprehensive definition of the concept of SP as understood and applied by the Libyan State for the past four decades (see Figure 3). The Law states that the concept of ‘social security’ includes: (i) social insurance instruments (Art. 3); (ii) social assistance (Art. 2, 22) instruments in cases of emergency and loss of income; and (iii) social services (Art. 12) such as care for vulnerable groups and health care provision. The following subsections will elaborate on these components and demonstrate other national SP laws in relation to social assistance, social insurance and social care services.

Figure 3. Social protection definition according to Social Security Law No. 13 (1980)

Social insurance	Social assistance	Social care services
<ul style="list-style-type: none"> • Pensions • Invalidity insurance • Survivors’ insurance • Family allowance • Lump-sum benefits for employees/self-employed 	<ul style="list-style-type: none"> • Basic Pension for those with no breadwinner or limited income • Compensation in emergencies • <i>Zakat</i> distribution for poor and vulnerable people 	<ul style="list-style-type: none"> • Care services for all those with no guardian/carer and unable to care for themselves • Health services for work injury victims

Source: Authors’ own elaboration.

Social assistance

Law No. 13 on Social Security (1980) stresses the right to social security, especially in the cases of loss of income or death of a breadwinner or in the cases of emergencies for Libyan citizens, and also extends such protections to non-Libyan residents but with some limitations in terms of actual implementation. Law No. 13 establishes a number of social assistance programmes, including the Basic Pension for low-income households (Art. 11), *Zakat* benefits (Art. 2), emergency compensation (Art. 27) and the Family Allowance (Art. 24), for which their own legal frameworks have subsequently been developed. Law No. 5 on PWDs was issued in 1987 to provide cash support to carers of PWDs not in care centres and unable to care for themselves. In 2012, Decree No. 119 on the Establishment of a Marriage Support Fund and Decree No. 184 on Compensation to Citizens

8. Recently, in 2017, a Constitution Drafting Assembly produced a draft of a new Constitution, but it has not yet been put to a referendum or formally adopted (Al-Ali 2020), thereby making the Constitutional Declaration of 2011 the only guiding document.

in Cases of Crises and Natural Disasters were issued. To guarantee financial support to all Libyan children and some Libyan married and unmarried women, Law No. 27 on Allowances for Children and Wives was issued in 2013. Furthermore, families of victims of war are entitled to monthly financial support through Law No. 1 on the Care of Families of Martyrs and Missing Persons due to the Revolution of 17 February (2014) and subsequent laws. For further details on the status and coverage of social assistance programmes, see section 5.2

Social insurance and the labour market

Art. 8 of the 2011 Constitution indicates that the State shall guarantee the right to work and social security. Labour Relations Law No. 12 (2010) stresses the right to work and the principle of non-discrimination between males and females, as well as between Libyans and resident foreigners (Art. 2).⁹ It also obliges employers to provide employees with appropriate insurance against occupational hazards and providing them with health care and SP (Art. 38);¹⁰ however, the extent to which this is enforced is limited. Social Security Law No. 13 (1980) enumerates contributory benefits for workers in the private and public sectors, as well as those who are self-employed (Art. 32). Retirement pensions for the military are regulated separately through Law No. 43 (1974).

Starting with the right to work, the Labour Relations Law prohibits differences in pay according to gender, race, religion or colour (Art. 21). It also stipulates that only those over the age of 18 are allowed to work; for those over 16, only work for education or training purposes is permissible (Art. 27). This is also reiterated in Art. 10 of Law No. 9 on the Protection of Childhood. The Labour Relations Law provides multiple benefits such as paid leave (Art. 30), emergency leave (Art. 31), paid sick leave (Art. 33) and maternity leave (Art. 24).

The Labour Relations Law regulates the employment of women, PWD and domestic workers, as follows.¹¹

- **Women:** The law prohibits employing women in professions that are “unsuited to their nature” (Art. 24). However, the law establishes four months of paid maternity leave for women and provides them with the right to enjoy a minimum of one hour of paid breastfeeding leave each day for 18 months after giving birth (Art. 25). It also obliges employers with female employees to create childcare centres (Art. 26). Further, the law’s Executive Regulations permit women to work part-time, either 4 hours per day or for a maximum of 24 hours a week (Art. 6) in exchange for 60 per cent of their salary (Art. 7), with no change to their employers’ social security contribution or their maternity leave (Art. 11).
- **PWDs:** The law’s Executive Regulations stipulate that 5 per cent of employees at all establishments should be PWDs (Art. 87).
- **Domestic workers:** The Labour Relations Law obliges applications from those interested in working as domestic workers and those wishing to hire them to go through the country’s Employment Offices (Art. 88). Domestic workers are also entitled to all benefits identified in the Labour Relations Law, especially those pertaining to trade union membership, social security protection, a minimum wage, and paid and maternity leave (Art. 99).

9. Nevertheless, foreigners are obliged to apply for work permits, according to Art. 9 of Labour Relations Law No. 12 (2010).

10. Labour Relations Law No. 12 (2010).

11. It is important to note that the law makes no mention of work in the informal sector.

The right to social security was first established through Law No. 53 on Social Security (1957) but currently operates under the legal framework of Law No. 13 on Social Security (1980), its subsequent amendments¹² and the List of Social Security Benefits Regulation No. 669 (1981). The social insurance benefits provided through the system are old-age pensions, total/partial invalidity insurance, survivors' insurance, the Family Allowance, and one-off and short-term benefits in cases of illness, injury, birth or death for employees and self-employed workers.

The right to equal pensions between men and women, citizens and foreigners is indicated in Art. 16 of the List of Social Security Benefits Regulation No. 669 (1981). Foreigners who have made insufficient contributions and are ineligible for old-age pensions¹³ or whose services have ended for reasons other than reaching the mandatory age or due to total invalidity have the right to receive a lump-sum end-of-service benefit.¹⁴ Foreigners can also benefit from the death grant and invalidity insurance, regardless of the total years of their contributions.¹⁵ Subscription to health insurance is mandatory for all citizens and residents according to Art. 1 of the Health Insurance Law No. 20 (2010), although the contributions of widows, orphans, poor people and those without any income are covered by the Treasury (Art. 3). A Public Health Insurance Fund was created in 2017 through Decree No. 854 for this purpose; however, although the fund is operational, it does not currently provide any health insurance.¹⁶ For further details on the status and coverage of social insurance programmes, see section 5.3 below.

Care services

Law No. 20 on the Social Solidarity Fund (1998), Law No. 9 on the Protection of Childhood (1991) and Law No. 5 on Persons with Disabilities (1987) stipulate that mothers, children and elderly people are to be protected and that children, youth and PWDs will be taken care of by the State. This was later reiterated in Art. 5 of the 2011 Constitutional Declaration and its subsequent amendments. Special care for families of martyrs, missing individuals or those injured is provided by the General Authority on the Care of Martyrs, Missing Individuals and Amputees (Art. 7).¹⁷

Housing benefits for poor and other vulnerable people are created through Art. 4 (1) of Law No. 20 on the Social Solidarity Fund (1998) and through Law No. 5 on the Establishment of a Marriage Support Fund (2019), which stipulates assistance in the provision of housing for poor couples wishing to get married (Art. 2 (1)).

12. Law No. 8 (1985), Law No. 14 (1986), Law No. 1 (1991) and Law No. 12 (1991).

13. Due to not working for the minimum 20 years required for foreigners to become eligible for pensions (KII with the Social Security Fund on 5 July 2021).

14. Provided that they have worked in Libya and have subscribed for five years (Art. 29 (1), Art. 16 (3) and Art. 28 of the List of Social Security Benefits Regulation No. 669 (1981)).

15. Art. 174 (a) of the List of Social Security Benefits Regulation No. 669 (1981).

16. KII with the Public Health Insurance Fund on 6 July 2021.

17. Decree No. 778 on the Organisational Structure of the General Authority for the Care of Families of Martyrs, the Missing and Amputees (2019).

3.2 SOCIAL PROTECTION OBLIGATIONS IN INTERNATIONAL LAWS AND FRAMEWORKS

With the exception of the Convention on the Rights of Refugees and the International Labour Organization (ILO) Conventions No. 157 on Social Security Rights, No. 143 on Migrant Workers and No. 183 on Maternity Protection, Libya has ratified and acceded to most international treaties that establish various obligations related to SP (see Table 1 for a full list of the treaties to which Libya is party).

Table 1. Libya's international and regional legal and policy frameworks

Instrument	Year	Ratified/ accession	Year of ratification/ accession
International Covenant on Economic, Social and Cultural Rights	1966	Y	1970 (a)
Convention on the Rights of the Child	1989	Y	1993 (a)
Convention on the Elimination of All Forms of Racial Discrimination	1965	Y	1968 (a)
Convention on the Elimination of All Forms of Discrimination Against Women	1979	Y	1989 (a)
Convention on the Rights of Persons with Disabilities	2006	Y	2018
Convention on the Reduction of Statelessness	1961	Y	1989 (a)
Convention relating to the Status of Refugees and Protocol Relating to the Status of Refugees (1967)	1951	N	-
Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families	1990	Y	2004 (a)
ILO Social Security (Minimum Standards) Convention No. 102 ¹⁸	1952	Y	1975
ILO Maternity Protection Convention No. 103	1952	Y	1975
ILO Equality of Treatment Convention (Social Security) No. 118 ¹⁹	1962	Y	1975
ILO Employment Injury Benefits Convention No. 121	1967	Y	1975
ILO Invalidity, Old-Age and Survivors' Benefits Convention No. 128 ²⁰	1967	Y	1975
ILO Medical Care and Sickness Benefits Convention No. 130	1969	Y	1975
ILO Minimum Wage Fixing Convention No. 131	1970	Y	1971
ILO Migrant Workers Convention No. 143	1975	N	-
ILO Maintenance of Social Security Rights Convention No. 157	1982	N	-
ILO Maternity Protection Convention No. 183	2000	N	-
ILO Social Protection Floors Recommendation No. 202	2012	NA	NA
African Charter on the Rights and Welfare of the Child	1990	Y	1998
African Union Social Policy Framework for Africa	2009	NA	NA
Arab Labor Organization Convention No. 3 on Minimum Standards for Social Security	1971	Y	1975
Arab Labor Organization Convention No. 5 on Working Women	1976	Y	2004

Source: NESDB et al. (unpublished).

Generally, the right to SP is enshrined in Art. 9 of the International Covenant on Economic Social and Cultural Rights (1996), which "recognises the right of everyone to social security",

18. Libya has accepted parts II to X.

19. Libya has accepted branches (a) to (i).

20. Libya has accepted all parts.

encompassing contributory schemes that provide protection against loss of income, and non-contributory schemes such as universal or targeted social assistance.²¹

Social assistance

The right to social assistance is reiterated in Art. 11 (1) of the International Covenant on Economic Social and Cultural Rights, which calls for the “right to an adequate standard of living”. It is also stressed in the Convention on the Right of Persons with Disabilities, which recognises the right of PWDs to an adequate standard of living, as well as to SP and poverty reduction programmes. The Convention on the Right of the Child also indicates that States shall protect the right to an adequate standard of living by assisting parents and legal guardians through the provision of ‘material assistance’ (Art. 27 (3)).

Social insurance

The right to social insurance is included in several ILO Conventions, but also by general human rights treaties. The Convention on the Rights of Persons with Disabilities calls for equal access for PWDs to retirement benefits and programmes.²² The Convention on the Rights of the Child indicates their right to benefit from social security, including social insurance (Art. 26). Art. 10 (2) of the International Covenant on Economic Social and Cultural Rights specifies that “special protection should be accorded to mothers during a reasonable period before and after childbirth”. The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) also obliges States to “ensure the right to social security based on gender equality, particularly in retirement, unemployment, sickness, disability, old age, and any form of inability to work, as well as the right to paid leave” (Article 11 (E1)), which is also reinforced in ILO Maternity Protection Convention No. 103 (1952).

In terms of regional instruments, the Arab Labor Organization Convention No. 5 on Working Women (1976)²³ obliges Libya to allow working women to combine their salaries or pensions with their husbands’ salaries or pensions without a maximum limit, and the same applies to men. ILO Equality of Treatment Convention No. 118 protects the right of refugees and stateless persons to social security without any condition of reciprocity—an issue which is not applicable in Libya.

As for ILO Social Security (Minimum Standards) Convention No. 102 (1952), Libya has accepted parts II to X, which cover: medical care (II), sickness benefits (III), unemployment benefits (IV), old-age benefits (V), employment injury benefits (VI), family benefits (VII), maternity benefits (VIII), invalidity benefits (IX) and survivors’ benefits (X). Table 2 provides a summary of the minimum standards to which Libya has acceded, and the corresponding programmes and schemes available in the country.

21. See General Comment No. 19: The right to social security (Art. 9 of the Covenant) at <<https://www.refworld.org/docid/47b17b5b39c.html>>.

22. Art. 28 of the Convention on the Rights of Persons with Disabilities.

23. The Arab Labor Organization is a subsidiary of the Arab League consisting of all the Arab Member States. Libya, Palestine, Iraq, Sudan and Yemen are the only countries in the region to have signed this convention.

Table 2. ILO minimum social security standards accepted by Libya and the corresponding national programmes

Minimum social security standards	Corresponding Libyan programme
II Medical care	
III Sickness benefit	Invalidity insurance due to factors other than work injuries or occupational illnesses
IV Unemployment benefit	
V Old-age benefit	Old-age pension
VI Employment injury benefit	Invalidity insurance due to work injury or occupational illness
VII Family benefit	Family Allowance
VIII Maternity benefit	Maternity insurance
IX Invalidity benefit	Invalidity insurance
X Survivors' benefit	Survivors' insurance

Source: Authors' own elaboration.

It is also important to highlight here that basic income, for those of working age who cannot earn an income due to sickness, unemployment, maternity or disability, as well as older persons, is part of the Social Protection Floors elaborated in ILO Recommendation No. 202.²⁴ Generally, social insurance in Libya lacks unemployment insurance and does not provide adequate maternity benefits.

Social care services

The Convention on the Rights of Persons with Disabilities calls for equal access for PWDs to inclusive free primary and secondary education,²⁵ health services, social care and public housing programmes.²⁶ The International Covenant on Economic Social and Cultural Rights obliges States to take special measures to protect and help children and adolescents without any discrimination for reasons of parentage or other conditions (Art. 10 (3)). The extent to which Libya's legal obligations are being met will be discussed in section 6.1 on challenges.

4 STAKEHOLDER MAPPING

4.1 MAIN NATIONAL ACTORS INVOLVED IN SOCIAL PROTECTION

SP implementation and policy development are divided among 26 national government ministries and institutions across Libya (see Figure 4). Libya has eight ministries involved in SP as both policymakers and policy implementers. In addition, it has six institutions involved in SP implementation, and four institutions involved in SP policymaking. Another nine institutions are not directly involved in policymaking or implementation but are relevant

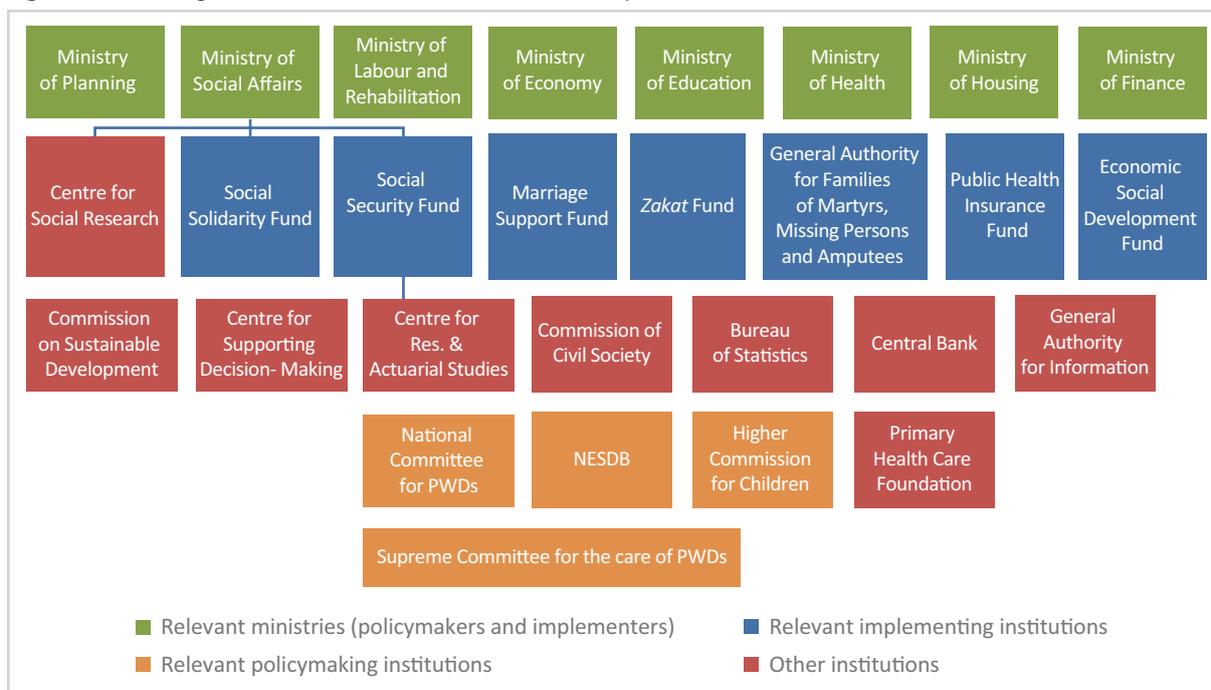
24. Art. 5 (c) and (d). See: <https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:3065524>.

25. Art. 24 of the Convention on the Rights of Persons with Disabilities.

26. Art. 28 of the Convention on the Rights of Persons with Disabilities.

supporting institutions—for example, providing information and data or producing research studies. Policymaking institutions are those that develop laws and prepare strategies, decrees and guiding frameworks, while policy implementers are institutions that oversee the running and operations of programmes.

Figure 4. National governmental actors involved in the social protection sector



Source: NESDB et al. (unpublished).

The main actors involved in SP policymaking and those currently implementing the largest programmes in terms of coverage are the Ministry of Social Affairs (MOSA), the Social Solidarity Fund (SSF), the Social Security Fund and the Ministry of Finance. This section will provide a brief overview of the administrative structure of these institutions. For a full description of the roles of all 26 actors involved in SP, see Annex 8.1.

Ministry of Social Affairs

The MOSA was established with the specific mandate of working on advancing all areas of social development, including developing Libyan society and protecting it from factors of vulnerability and disintegration by developing programmes and policies and coordinating different efforts to achieve comprehensive social development. It has several subsidiary autonomous bodies, the most relevant of which are the Social Security Fund, the SSF and the Centre for Social Research. The Ministry is responsible for overseeing the work of its subsidiary funds but is currently also implementing programmes that are similar in nature to those offered by the SSF in terms of social assistance and care services for elderly people, PWDs and unaccompanied children, through its respective departments. For example, the MOSA has a few²⁷ care centres for elderly people, PWDs

27. An up-to-date number was not provided.

and unaccompanied children under its authority. An overview of the relevant departments under the MOSA is provided in Table 3. The latest social assistance programme led by the Ministry is the Wives and Children's Grant, which will be discussed in subsequent sections.

Table 3. Relevant departments of the MOSA

Department	Main responsibilities
Family and Children's Affairs	Implements livelihood programmes for women and vulnerable families ²⁸ Provides ²⁹ IDPs with cash and in-kind assistance. It also identifies and refers poor and vulnerable households to SA and social services providers such as the SSF, Ministry of Health, Ministry of Housing and Zakat Fund
Humanitarian Affairs and Assistance	Assesses potential causes leading to disasters in coordination with relevant entities Reviews and develops regulations and legislation related to disaster compensation, estimating the exact value of the compensation and overseeing the procedures for its distribution
PWD Affairs	Issues PWD cards Develops rehabilitation programmes and special curricula for PWD centres Reviews PWD legislation Plans social policies and programmes in coordination with relevant entities
Planning, Studies and Performance Evaluation	Conducts studies in the areas of social security and solidarity in coordination with other departments Oversees the implementation of the MOSA's strategic plans Assesses the level of services provided by the MOSA's facilities and centres
Monitoring and Inspection	Monitors and analyses different social indicators related to the MOSA's mandate Verifies and inspects complaints received about the MOSA and its affiliated bodies

Source: Decree No. 120 on the Organisational Structure and Function of the Ministry of Social Affairs (2012).

Social Solidarity Fund

The SSF was established in 1998 through Social Solidarity Law No. 20 of 1998 to oversee the distribution of non-contributory benefits, namely the Basic Pension grant for low-income families, among others, to be discussed in the following sections. It also manages care centres for PWDs, elderly people and juveniles, nurseries, and care centres for women.³⁰ Prior to the establishment of the SSF, both contributory and non-contributory benefits were the responsibility of the Social Security Fund as per Social Security Law No. 13 of 1980. Some of the notable departments of the Fund are summarised in Table 4.

28. KII with the MOSA, the Department of Humanitarian Affairs and Assistance, the Department for Family and Children's Affairs, and the Marriage Affairs Department of the Marriage Support Fund on 8 July 2020.

29. Has stopped in some branches (KII with the MOSA, the Department of Humanitarian Affairs and Assistance, the Department for Family and Children's Affairs, and the Marriage Affairs Department of the Marriage Support Fund on 8 July 2020).

30. Art. 4 of Social Solidarity Law No. 20 (1998).

Table 4. Relevant departments of the Social Solidarity Fund

Department	Main responsibilities
PWD Affairs	Issues PWD cards ³¹
	Oversees the distribution of benefits for PWDs, including homecare benefits ³²
Social Development	Oversees the provision of compensation in times of crisis and natural disaster, the 'Social Assistance Benefit for Poor People' and housing, marriage, education and health benefits ³³
Social Care Management	Develops the operational frameworks for shelters (e.g. for juveniles, PWDs, elderly people), evaluates their performance and sets out appropriate training for beneficiaries ³⁴
Basic Pension	Provides the Basic Pension benefit, verifying eligibility, distributing benefits and routine case management ³⁵

Source: NESDB et al. (unpublished).

Some overlaps in the responsibilities of the SSF and the MOSA can be noted from the roles of their respective departments. First, both PWD Affairs Departments are mandated to provide PWD identification cards and equipment and plan rehabilitation programmes. In practice, the SSF provides identification cards. Another point of overlap is the operation of care centres by the MOSA and the SSF; the latter is mandated to operate them, while the former is mandated to oversee their operation only.³⁶ Finally, while the MOSA's Humanitarian Affairs Department is mandated to assess the value of compensation in times of crisis and provide it, the SSF also oversees the implementation of the Disaster Compensation Benefit.

Social Security Fund

The Social Security Fund was established in 1980 through Social Security Law No. 13 of 1980 to oversee the implementation of contributory benefits such as old-age pensions, total and partial invalidity insurance and short-term benefits for self-employed workers, as well as non-contributory benefits. It was then restructured to oversee only contributory benefits.³⁷

Ministry of Finance

The Ministry of Finance is an important player in SP in Libya, as it finances and implements the majority of the country's subsidy programmes, including those for electricity, fuel, water and sewage.

31. Tadamon (2021c).

32. KII with the SSF on 3 August 2021.

33. Tadamon (2021a).

34. Tadamon (2021b).

35. World Bank et al. (forthcoming).

36. KII with the SSF, the PWD Affairs Department and the Social Institutions Department on 3 August 2021.

37. Law No. 1 on the Issuance of Certain Decisions Regarding Social Security (1991).

4.2 MAIN INTERNATIONAL ACTORS INVOLVED IN SOCIAL PROTECTION

Given the humanitarian crisis that Libya has been experiencing, many international partners are engaged in the SP field, mostly in relation to the provision of humanitarian assistance. Twelve international entities participate in the SP sector either directly or indirectly in Libya. For a full list of entities and their roles, see Annex 8.2. Direct providers of social assistance include the Danish Refugee Council and the International Committee of the Red Cross, but mostly to displaced households, refugees and migrants. Entities that indirectly support the SP sector through knowledge production and capacity-building include UNICEF, UNDP, the World Food Programme (WFP) and the World Bank. UNICEF is involved in supporting the preparation of the Roadmap for Developing a Social Protection Policy for Libya and training the social welfare workforce, while the latter two agencies have been notably involved in an assessment of social assistance programmes implemented in Libya.

5 MAPPING OF PROGRAMMES

5.1 OVERVIEW

Libya has several national SP programmes³⁸ that have persisted, to varying degrees, throughout the period of instability. The country has:

- 23 social assistance programmes, 7 of which are subsidies, provided by different entities and of various sizes, the majority of which have remained operational. Twelve of the programmes are active, 7 are inactive, 3 are partially active, and 1 has an unknown status;
- 8 social insurance benefits covered out of the 9 branches indicated in ILO Convention No. 102;
- 8 labour market/livelihoods programmes provided by different entities and varying in size; and
- various shelters offering social care services to vulnerable groups such as elderly people, PWDs, unaccompanied children and victims of domestic abuse.

Generally, expenditure on SP is limited, as most of the government expenditure goes towards the wage bill and universal subsidies. In 2020, the largest share of government expenditure went towards the wage bill (61 per cent), followed by expenditure on subsidies (16 per cent), with only 10 per cent being spent on goods and services (World Bank 2021a).

The following section will provide further details on programmes under each SP component. However, it is important to emphasise that there was significantly more information available on social assistance than on social insurance, the labour market or social care services.

38. The mapping of SP programmes is based on the preferred components of SP which Libyan civil servants voted on during KII and the CODI classification.

5.2 SOCIAL ASSISTANCE PROGRAMMES

Table 5 provides a brief overview of all social assistance programmes implemented in Libya, indicating their target groups, overseeing institution and current operational status.

Table 5. Summary of social assistance programmes

Programme	Type	Inst.	Objective	Target groups	Targeting mechanisms	Benefit amount and frequency	Coverage	Legal framework	Status
Basic Pension Benefit	UCT	SSF	Financial support to vulnerable groups and those unable to work	Elderly people, incapacitated individuals, widows, orphans, poor households	Categorical; means-tested	LYD450 per month per household (temporarily increased to LYD650 per month for single-member households, LYD700 for two-member households and LYD800 for households with three or more members)	231,024 households (2021) ³⁹	Law No. 16 on Basic Pension (1985) Law No. 12 Amending Law No. 16 on Basic Pension (2013) Law No. 1 Amending Law No. 16 on Basic Pension (2017) Decree No. 1 on Distributing a Top-Up for Basic Pension Beneficiaries (2021)	Active
Blind Students Assistance	UCT	SSF	Financial support to blind university students in need of a reader	Blind university students	Categorical	LYD250 per month per individual	NA	Education Executive Regulations for PWDs ⁴⁰	Inactive ⁴¹



39. SSF (2021).

40. Regulations were not shared with or reviewed by research team.

41. Yet to be activated, as the Fund is still in the process of identifying blind students (KII with the SSF, the PWD Affairs Department and the Social Institutions Department on 3 August 2021).

Programme	Type	Inst.	Objective	Target groups	Targeting mechanisms	Benefit amount and frequency	Coverage	Legal framework	Status
Homecare PWD Grant	UCT	SSF	Financial support to cover the cost of carers for PWDs	PWDs not in shelters in need of a carer (includes PWDs who work) ⁴²	Categorical	LYD450 per month per individual	17,445 individuals (2020) ⁴³	Decision No. 41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs (1990) Decree No. 179 on Increasing the Homecare PWD Grant (2018) ⁴⁴ Decree No. 273 Amending the Decree No. 41 (2020)	Partial ⁴⁵
Disaster Compensation Benefit	UCT; in-kind	SSF	Financial support to those experiencing hardship	Victims of crises and natural disasters	Categorical	Varies based on damages incurred and economic situation of the household one-off	821 households (2020) ⁴⁶	Law No. 20 on Social Solidarity Fund (1998) Cabinet Decree No. 184 on Compensation to Citizens in Cases of Crises and Natural Disasters (2012)	Active
Social Assistance Benefit	UCT	SSF	Financial support to those in need usually given around Ramadan and Eid or for health care costs	Families with limited income; large families; IDPs; dialysis patients	Categorical; means-tested	Varies based on purpose, but dialysis patients receive LYD1,000 per year	15,000 individuals ⁴⁷	NA	Active



42. KII with the SSF, the Department of PWD Affairs and the Social Institutions Department on 3 August 2021.

43. The number of beneficiaries indicated for the Homecare PWDs Grant is limited to the Western Area due to a lack of data in the East. Given the financial constraints experienced by the programme, not all 17,445 beneficiaries have been receiving assistance (KII with the SSF, the Department of PWD Affairs and the Social Institutions Department on 3 August 2021).

44. See: <<https://zh-cn.facebook.com/tadamonly/photos/pcb.2331157516910043/2331154926910302/?type=3&theater>>.

45. The benefit was delivered to beneficiaries from 2009 until 2013 and then stopped due to budget constraints. Since 2013, the Fund has only been working on verifying the eligibility of people to receive the benefit, but no actual distribution has occurred. In 2020, the department distributed the benefits for 2014 and 2015 retroactively (KII with the SSF, the Department of PWD Affairs and the Social Institutions Department on 3 August 2021).

46. World Bank et al. (forthcoming).

47. Year unknown (World Bank et al. forthcoming).

Programme	Type	Inst.	Objective	Target groups	Targeting mechanisms	Benefit amount and frequency	Coverage	Legal framework	Status
Health Assistance Benefit	UCT	SSF	Financial support for health care costs	Unaccompanied children ⁴⁸	Categorical	LYD2,000 frequency unknown	1,968 individuals ⁴⁹	NA	Active
Housing Assistance Benefit	UCT	SSF	Financial support for affordable housing	Men and women who were in care centres or were sponsored/ adopted by other families	Categorical	LYD225,000 ⁵⁰ one-off	Unavailable	NA	Inactive since 2010
Education Benefit	UCT ⁵¹	SSF	Financial support to cover study-related cost	Unaccompanied children, PWDs, children from poor households ⁵²	Categorical; means-tested	Unknown	Unavailable	NA	Inactive since 2008
Marriage Benefit	UCT	SSF	Financial support for men and women wishing to marry	Men and women previously in care centres or who were sponsored/ adopted by other families	Categorical	Unknown	Unavailable	NA	Unknown
Wives and Children's Grant	UCT	MOSA (main lead)	Financial support for Libyan families	All children, some wives and unmarried women over 18 ⁵³	Categorical; means-tested	LYD100 per month for children and unmarried women; LYD150 per month for wives	1,075,000 households (2021) ⁵⁴	Law No. 27 on Allowances for Children and Wives (2013) Decree No. 564 for 2020	Active
IDP Inventory and Registration Programme	UCT; in-kind	MOSA	Financial support to displaced persons	IDPs	Categorical	LYD450 per month or one-off	55,024 individuals (2019) ⁵⁵	NA	Partial ⁵⁶



48. Available to unaccompanied children and PWDs but currently only provided to unaccompanied children, as it is awaiting the executive regulations (KII with the SSF, the Department of PWD Affairs and the Social Institutions Department on 3 August 2021).

49. Year unknown (World Bank et al. forthcoming).

50. The Fund deals directly with the companies providing the housing (KII with the SSF, the Department of PWD Affairs and the Social Institutions Department on 3 August 2021).

51. The research team has not had access to any legislation for this benefit to identify whether it stipulates that expenditure has to go towards education or whether it is only 'labelled' as such.

52. Only unaccompanied children and children with disabilities can currently benefit due to a lack of internal regulations on the mechanism for including children from poor households (KII with the SSF, the Department of PWD Affairs and the Social Institutions Department on 3 August 2021).

53. Only provided to wives and unmarried women over 18 years who do not receive any salary, wage or grant from 'other institutions'. National entities expressed a lack of clarity over whether 'other institutions' would include the private sector, which would mean that women working in the private sector would be excluded (KII with the MOSA, the Wives and Children's Grant Project and the Department of PWD Affairs on 2 August 2021).

54. Libya Akhbar (2021).

55. World Bank et al. (forthcoming).

56. Has stopped in most branches since 2019, but remains active in some which relied on donations rather than the state budget — KII with Ministry of Social Affairs, Department of Humanitarian Affairs and Assistance, Department for Family and Children Affairs, and Marriage Affairs Department from the Marriage Support Fund – 08.07.2020.

Programme	Type	Inst.	Objective	Target groups	Targeting mechanisms	Benefit amount and frequency	Coverage	Legal framework	Status
Marriage Grant	UCT	Marriage Support Fund	Financial support for men and women wishing to marry	Prospective grooms with limited income	Means-tested	LYD10,000–15,000 one-off	Unavailable	Decree No. 119 on the Establishment of a Marriage Support Fund (2012)	Partial ⁵⁷
Housing Grant	UCT	Marriage Support Fund	Financial support for men and women wishing to marry	Prospective grooms with limited income	Means-tested	LYD30,000	Unavailable	NA	Inactive since 2012
Health Grant	UCT	Zakat Fund ⁵⁸	Financial support for health care costs	Poor and vulnerable individuals, including IDPs ⁵⁹	Categorical; means-tested	Unknown one-off	42,631 individuals (2020) ⁶⁰	Law No. 13 on Zakat (1997) Decree No. 30 on Zakat Beneficiaries and Rules of Distribution (2005)	Active
Families of Martyrs, Missing Persons and Amputees Grant	UCT	General Authority for the Care of Families of Martyrs, Missing Persons and Amputees	Financial support to families of victims of war	Families of martyrs, missing persons and amputees, regardless of income	Categorical	LYD1,000 per month for families of martyrs/missing persons (plus an additional LYD100 per child) LYD3,500–5,000 for PWDs	13,000 households (2020) ⁶¹	Law No. 1 on the Sponsorship of Families of Martyrs and Missing Persons due to the Revolution of 17 February (2014) Law No. 4 on Permanently Handicapped Individuals as a Result of the Liberation War (2013) Law No. 7 Amending Law No. 4 of 2013 (2015) Decree No. 26 (2020)	Active

57. Stopped in most branches in 2019 but remains active in some branches in the Eastern Area and others which relied on donations rather than the state budget (KII with the MOSA, the Department of Humanitarian Affairs and Assistance, the Department for Family and Children's Affairs, and the Marriage Affairs Department of the Marriage Support Fund on 8 July 2020).

58. In addition to the Health Grant, the Zakat Fund implements 13 other cash assistance programmes. One of them is monthly, whereas the others are one-off. Given national entities' indication that the Health Grant is the largest programme provided, it was the only one included in the mapping. For further details about the others, see the literature review document (KII with Zakat Fund on 21 June 2021). The other programmes are: (i) Assistance to Poor People through Cash; (ii) Education Grant; (iii) Marriage Grant; (iv) Emergency Assistance; (v) Rent Coverage Assistance; (vi) Loan Repayment for Detainees/Prisoners; (vii) Food Parcel; (viii) Clothes (Kiswah); (ix) House Building; (x) Feeding Poor People; (xi) Joy during Eid; (xii) House Refurbishment Programme; and (xiii) Assistance to Return Stranded Foreigners.

59. Confirmed through Fatwa 3608, 'Payment of Zakat to Displaced Persons from Darnah' issued on 5 August 2018 (General Mufti of Libya 2018).

60. The number of beneficiaries indicated for the Zakat Fund is for all Zakat programmes and not for any specific one. It is unclear whether the number provided is for individuals or households (World Bank et al. forthcoming).

61. KII with the General Authority for the Care of Families of Martyrs, Missing Persons and Amputees on 11 July 2021.

Programme	Type	Inst.	Objective	Target groups	Targeting mechanisms	Benefit amount and frequency	Coverage	Legal framework	Status
School Feeding Programme	In-kind	Ministry of Education and WFP	Provision of fortified foods to school-aged children	School-aged children	Unknown	Unknown	Unavailable	NA	Inactive
Basic Commodities Subsidy	Subsidy	Ministry of Economy	Supporting the prices of basic commodities at select cooperatives	Universal	Universal	NA	Universal	NA	Inactive since 2016
Fuel Subsidy	Subsidy	Ministry of Finance		Universal	Universal	NA	Universal	NA	Active
Electricity Subsidy	Subsidy	Ministry of Finance		Universal	Universal	NA	Universal	NA	Active
Water Subsidy	Subsidy	Ministry of Finance		Universal	Universal	NA	Universal	NA	Active
Medication Subsidy	Subsidy	Ministry of Health		Universal	Universal	NA	Universal	NA	Active
Sewage Subsidy	Subsidy	Ministry of Finance		Universal	Universal	NA	Universal	NA	Active
Wealth Distribution Programme	Subsidy	Fund for Economic and Social Development	To distribute the wealth of oil revenue to households with limited income ⁶²	Households with limited income ⁶³	Means-tested	LYD30,000–50,000 ⁶⁴ frequency unknown	Unavailable	NA	Inactive since 2013

Note: UCT = Unconditional cash transfer; NA = Not applicable.

Source: NESDB et al. (unpublished).

Given the large number of social assistance programmes, this paper will only examine the details of the country's largest programmes in terms of coverage and expenditure, including the Basic Pension, the Wives and Children's Grant and the Fuel Subsidy.

Apart from the universal subsidies and the Universal Wives and Children's Grant, the largest programme in terms of coverage is currently the Basic Pension programme, as shown in Figure 5, which covers around 5 per cent of the population.

As for expenditure, the largest proportion of the government's SP budget goes towards subsidies, as shown in Figure 6, which in 2020 amounted to 16 per cent of total government expenditure (World Bank 2021a).

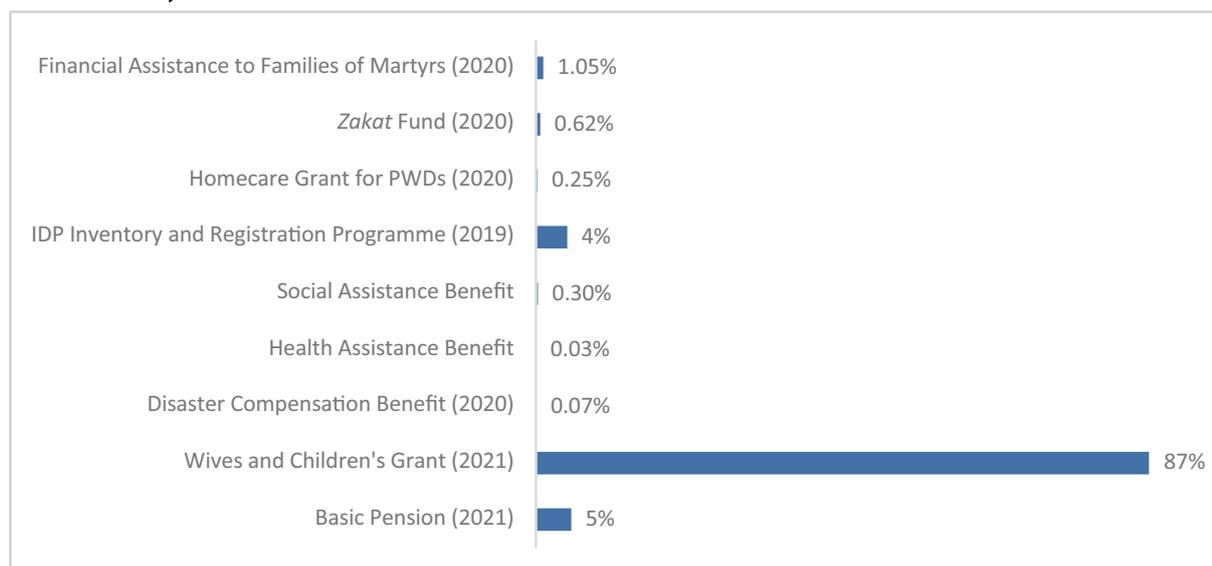
The political transitional phase ahead of the December 2021 planned elections and the possibility of reunification has resulted in a number of commitments for social assistance programmes. Apart from the expansion of the Wives and Children's Grant and the envisaged removal of the Fuel Subsidy, the SSF has planned for the reactivation and/or expansion of several of its programmes, including the PWD Homecare Benefit and the Education, Health Assistance, Marriage and Housing Assistance Benefits, all pending budgetary support.

62. According to a member of the SP Expert Committee.

63. Families with income of less than LYD200, Basic Pension beneficiaries and households with limited income (Al-Bayan 2008).

64. Al-Quds (2010).

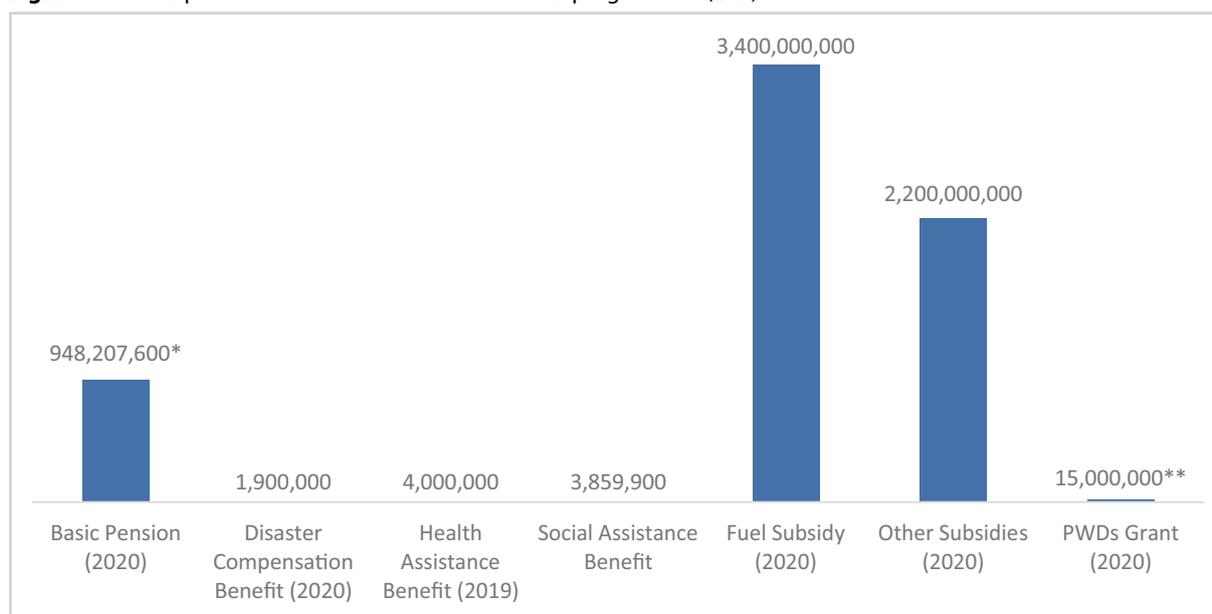
Figure 5. Estimated percentage coverage of the population for a selection of social assistance programmes across different years



Notes: * The number of beneficiaries indicated for the Zakat Fund is for all Zakat programmes, and not for any specific one. It is unclear whether the number provided is for individuals or households. ** The number of beneficiaries indicated for the PWDs' Homecare Grant is limited to the Western Area due to a lack of data for the East; given the financial constraints experienced by the programme, not all 17,445 beneficiaries have been receiving the assistance.

Source: Basic Pension beneficiary numbers are from Social Solidarity Fund (2021); the source of Financial Assistance to Families of Martyrs is the KII with the General Authority for the Care of Families of Martyrs, Missing Persons and Amputees on 11 July 2021; the source of the Wives and Children's Grant is Libya Akhbar (2021); and for the other programmes is World Bank et al. (forthcoming).

Figure 6. Total expenditure of selected social assistance programmes (LYD)



Notes: * The Basic Pension budget data year and source are different from the data year and source for the Basic Pension beneficiary information provided in Figure 5, as the latter is more current, but budget data are not available for that year. ** According to the representative from the Social Solidarity Fund during the KII on 3 August 2021, the total allocated budget for the programme was LYD187 million, but the Ministry of Finance only approved LYD15 million.

Source: World Bank et al. (forthcoming). The source of the PWDs' Grant expenditures is the KII with the Social Solidarity Fund on 3 August 2021, and the source of subsidies expenditures is World Bank (2021a).

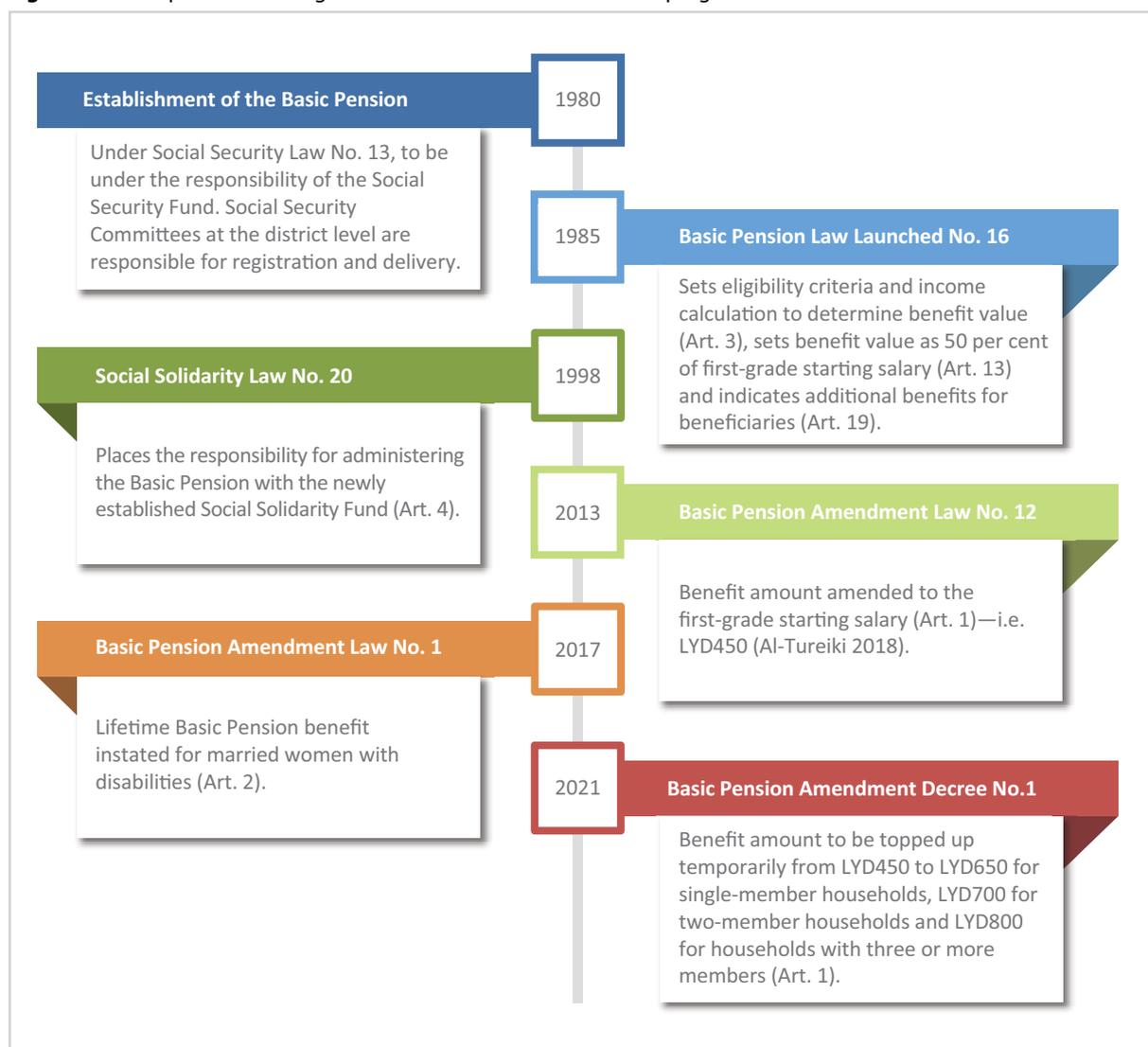
Basic Pension

The Basic Pension is a non-contributory cash benefit that was established through Social Security Law No. 13 (1980) as part of the country's main social security system. The programme was fleshed out further in Basic Pension Law No. 16 (1985), which replaced some of the provisions in the Social Security Law and defined the Basic Pension as “non-contributory cash assistance guaranteed by the social security system”.

Institutional set-up

At the time of its establishment in 1980, the Basic Pension was under the responsibility of the Social Security Fund. Subsequent laws have changed some aspects of the programme, including its mandated agency switching from the Social Security Fund to the SSF. The changes to the Basic Pension programme are summarised in Figure 7.

Figure 7. Development of the legal frameworks for the Basic Pension programme



Source: NESDB et al. (unpublished).

Targeting and registration

Table 6. Description of categories of individuals eligible for the Basic Pension

Category	Description
Elderly people	<ul style="list-style-type: none"> Men above 65 and women above 60 years of age
Unable to work	<ul style="list-style-type: none"> Incapacitated individuals or those with terminal illnesses that prevent them from being able to work by 60 per cent Also includes children with disabilities who are:⁶⁵ <ul style="list-style-type: none"> amputees, or crippled in one part or more of their body blind or extremely weak-sighted have a low or medium mental disability
Widows	<ul style="list-style-type: none"> Are exempt from the requirement of being Libyan citizens to benefit if their deceased husbands are Libyans Eligibility is temporary for widows below the age of 45 with no children
Orphans	<ul style="list-style-type: none"> Children whose father has passed away; children with unknown parentage; children with uncertain parentage Up until the age of 18 for male orphans unless they are students, then up until the age of 28 Up until marriage for female orphans
Wives with a disability	<ul style="list-style-type: none"> Married women with a disability
Unmarried mothers ⁶⁶	<ul style="list-style-type: none"> Single women with children
Those with limited income or difficult living situations	<ul style="list-style-type: none"> Families of a sick person in hospital for more than two months
	<ul style="list-style-type: none"> Families of a breadwinner imprisoned for more than two months
	<ul style="list-style-type: none"> Families of a missing breadwinner
	<ul style="list-style-type: none"> Families of a recently released prisoner until they find work (benefit provided for no more than three months)
	<ul style="list-style-type: none"> Individuals who are partially unable to work Children below 18 for a breadwinner no longer eligible due to the existence of a legal guardian

Source: Art. 7–12 of Law No. 16 on Basic Pension (1985) and Art. 2 of Law No. 1 Amending Law No. 16 on Basic Pension (2017). For information about documents requested, see Tadamon (2021d).

65. According to General Popular Committee Decree No. 667 on the Addition of Children of Certain Disabilities to the Categories in Article 12 of Law No. 16 on Basic Pension (2008).

66. This category is not included in the law, but only in SSF documents.

The Basic Pension programme follows a combination of means-tested and categorical targeting. All applicants must be Libyan nationals residing in the country with valid identity cards⁶⁷ and income less than the Basic Pension benefit of LYD450, which was equivalent to the minimum wage when the law was first set.⁶⁸ Other eligibility criteria include having no breadwinner capable and legally obliged to support the individual, and having no capital that could be used or invested.⁶⁹ Furthermore, if a person is able to do self-employed work but chooses not to, or if they are able to attend training but choose not to,⁷⁰ these are both grounds for considering someone ineligible for the programme, except for those who fall within the categories eligible for the programme listed in Table 6.

For the purposes of calculating an individual's income to determine eligibility, the average income of the past 12 months prior to the application is considered.⁷¹ Table 7 provides a list of income sources that are counted and those that are not. It is important to note that applicants are allowed to combine multiple social assistance benefits together with no effect on their Basic Pension benefit. Applicants are allowed to combine the Basic Pension with income from work in any sector, as there is no stipulation for being unable to work in the eligibility criteria. However, no information is available on the number of beneficiaries who work and receive the Basic Pension. Finally, applicants are technically allowed to combine the Basic Pension with social security benefits, but these are calculated in full as part of an individual's income.

Table 7. Income calculation to determine eligibility for Basic Pension beneficiaries

Sources included as part of an individual's income	Sources not included as part of an individual's income
<ul style="list-style-type: none"> Income from work or investments Salaries incurred from the Social Security Law 1980, the old Social Security Law of 1957, the Retirement Law or the Military Retirement Law Short-term benefits provided by the Social Security Law⁷² Income from a legal guardian⁷³ earning above a certain threshold 	<ul style="list-style-type: none"> Homecare PWD Grant for carers allocated through Law on Persons with Disabilities No. 3 (1981) Grants paid to an individual while studying or training In-kind or cash assistance provided by medical care centres or social care centres Home-based work Any irregular or temporary income received for less than six months

Source: Art. 3 of Law No. 16 on Basic Pension (1985).

However, in the process of registering beneficiaries for the programme, the above-mentioned eligibility criteria, categorical divisions and income calculation methods

67. The residential requirement may be waived.

68. There is no information on whether this has changed since then.

69. Previous criteria retrieved from Law No. 16 on Basic Pension (1985).

70. It is unclear how exactly these two points are verified when determining eligibility.

71. Art. 3 of Law No. 16 on Basic Pension (1985).

72. Such as pensions, invalidity insurance etc.

73. Included according to Art. 4 of Law No. 16 on Basic Pension (1985) are: husbands for wives (except wives with disabilities, according to Law No. 1 Amending Law No. 16 on Basic Pensions (2017)); fathers for children (until the female child gets married or the male child turns 18, unless they have a disability); children for their parents; and widows for their children (until the female child gets married or the male child turns 18).

stipulated in Law No. 16 on Basic Pension (1985) are not followed strictly. For example, despite the eligibility criteria stipulated in the law which permits the beneficiary to work and allows the combination of the Basic Pension with social security benefits, in reality, people belonging to any of the eligible categories for the programme are required to submit proof of unemployment, of a lack of registration in the Social Security Fund and of not receiving any benefits from the Social Security Fund in their applications to the programme (Social Solidarity Fund n.d.). Despite these requirements, interviews with the SSF have indicated that beneficiaries in practice combine their social security benefits with their Basic Pension, if their benefits are below the Basic Pension amount of LYD450.^{74,75}

Benefits and coverage

The Basic Pension benefit has undergone numerous increases since its introduction in Law No. 16 on Basic Pension (1985). In his article on the history and development of the Basic Pension benefit, Al-Tureiki (2018) showcases how the benefit increased from LYD60 for single-person households in 1985 to LYD225 in 2011, as shown in Table 8. He also notes that the benefit amount used to vary according to household size until it was unified at LYD450 for all beneficiary household sizes in 2013 through Law No. 12 on the Amendment of the Basic Pension Law No. 16 (2013). In 2021, the monthly benefit amount of the Basic Pension was topped up temporarily from LYD450 per month to LYD800 depending on household size.⁷⁶ The top-up will only apply until full implementation of Law No 12. (2013) Amending Law No. 16 (1985) on the Basic Pension comes into effect, which stipulates that the Basic Pension benefit should be equivalent to the first-grade starting salary (Art. 1)—i.e. LYD450—and the increase in salaries of those who work in the public sector.⁷⁷ Given that the Basic Pension amount has often been linked to the first-grade starting salary (in 1985 it was 50 per cent of the salary, while in 2013 it was 100 per cent of the salary (Al-Tureiki 2018)), it has always been adequate in relation to the minimum wage/starting salary. The latest increase in the benefit amount made the highest Basic Pension benefit for three-person households equivalent to 177 per cent of the minimum wage.

In the case of the death of a Basic Pension beneficiary, the benefit continues to be provided to members of their family for two months following their death.⁷⁸ On paper, Basic Pension beneficiaries can also receive the Family Allowance⁷⁹ and other types of assistance, including exemptions for loans on asset ownership, water and electricity consumption within limits, half the price of public transport,⁸⁰ and participation in the Productive Families

74. In Art. 22 (e) of Law No. 13 on Social Security (1980), which was cancelled by Law No. 16 (1985), individuals receiving other benefits through the Social Security Law which are less than the Basic Pension and who are also eligible for the Basic Pension receive the difference between the two amounts.

75. KII with the SSF on 3 August 2021.

76. Government of National Unity Cabinet of Ministers Decree No. 1 on Distributing a Financial Bonus to Beneficiaries of the Basic Pension (2021).

77. It is unclear whether there is a move towards fully implementing Law No 12 (2013) and increasing the salaries of those who work in the public sector.

78. Art. 13 of Law No. 16 on Basic Pension (1985).

79. Ibid.

80. Art. 19 of Law No. 16 on Basic Pension (1985).

programme to support them to become self-sufficient.⁸¹ However, the degree to which these added benefits are provided in practice is unknown.

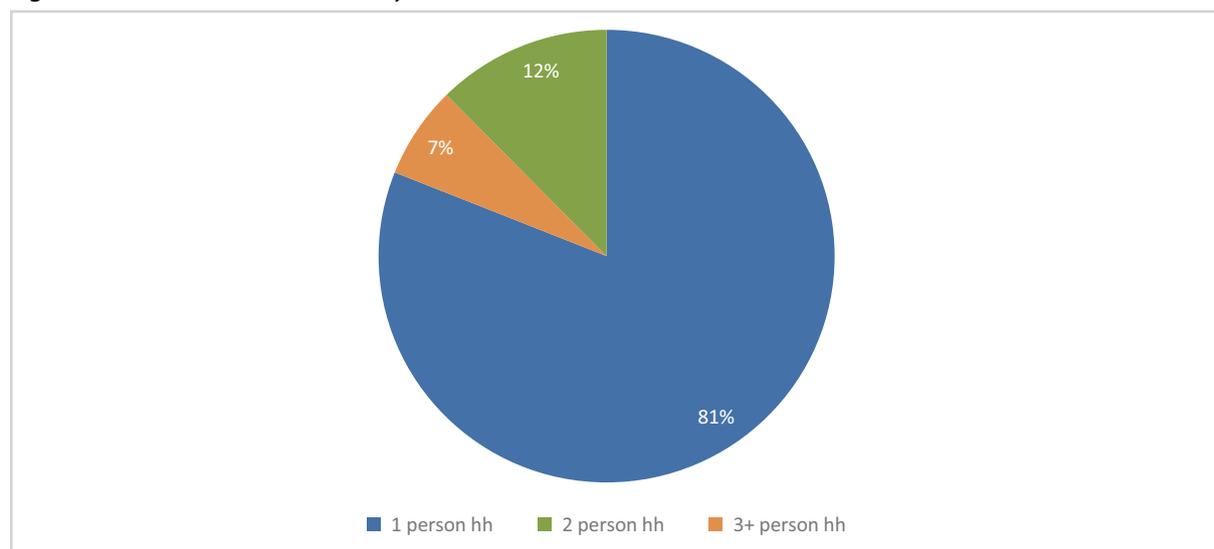
Table 8. Changes in the Basic Pension benefit amount

Relevant legal document	Basic Pension benefit amount (LYD)		
	Single-person households	Two-person households	Three-person households
Basic Pension Law No. 16 (1985)	60	70	80
Decree No. 6998 (2001)	90	105	120
Decree No. 27 (2011)	130	180	220
Law No. 12 on the Amendment of the Basic Pension Law No. 16 (2013)	450 for all households		
Decree No. 1 on Distributing a Financial Bonus to Beneficiaries of the Basic Pension (2021)	650	700	800

Source: Authors' elaboration based on Al-Tureiki (2018).

In terms of coverage, the Basic Pension programme benefits 231,024 households—i.e. 5 per cent of the population as of 2021⁸²—the majority of which are one-person households, as shown in Figure 8. As for the distribution of benefits by household category, 2020 data from the SSF indicate that the greatest number of target households belong to the category of households with a child with a disability, followed by those with chronic diseases, and widows (World Bank Group and World Food Programme unpublished), as shown in Figure 9.

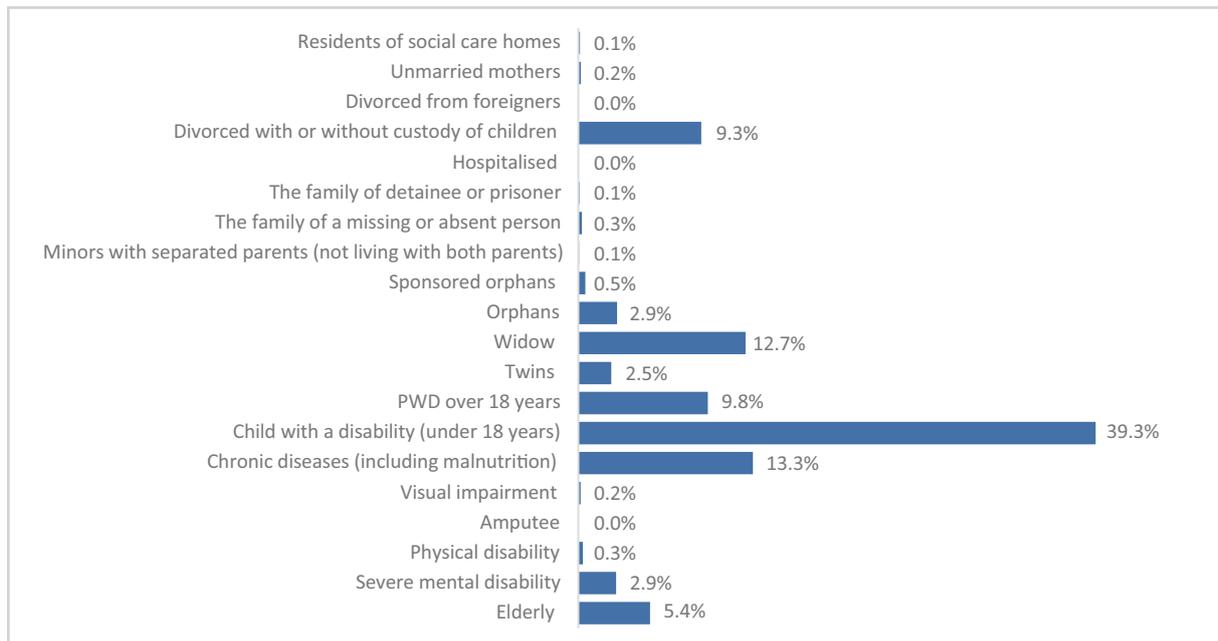
Figure 8. Basic Pension beneficiaries by household size, 2021



Source: Authors' own elaboration based on data from the Social Solidarity Fund (2021).

81. Art. 18 of Law No. 16 on Basic Pension (1985).

82. The Basic Pension programme has 187,198 1-person household beneficiaries, 15212 2-person household beneficiaries and 28614 3 or more-person household beneficiaries. Consequently, coverage was calculated using the following equation: $((187198 + (15212 * 2) + (28614 * 5.6)) / 6,931,061)$.

Figure 9. Basic Pension beneficiaries by household category, 2020

Source: Authors' elaboration based on World Bank Group and World Food Programme (unpublished).

Administrative databases and M&E mechanisms

The Basic Pension programme has its own database under the Basic Pension Department within the SSF. Manual connections between the SSF and the Social Security Fund allow the former to verify the eligibility of Basic Pension applicants. The registration process is performed manually and in person, with physical applications submitted at offices or branches at the *baladiyah* (district) level along with the required documentation. Social workers from the SSF then screen potential beneficiaries to determine eligibility (World Bank et al. forthcoming).

Monitoring is conducted by committees under the SSF's Central Management Department, which oversees the management of all social assistance programmes. These committees determine eligibility but also follow up to see if benefits have reached beneficiaries. Case management is conducted by the Basic Pension Department itself, which carries out assessments of beneficiaries' situations every year through in-person visits (World Bank et al. forthcoming). However, due to the conflict, many households continued to receive the Basic Pension benefit without the designated annual reassessment of their socio-economic situation (LOOPS 2016).

Wives and Children's Grant

The Family Allowance in Libya was first established through Cabinet Decree No. 9 (1957). It was reinstated in 2013 through Law No. 27 as the Wives and Children's Grant. The grant was meant to come into effect retroactively as of 1 January 2020 through Presidency Council of the Government of National Accord Decree No. 564 for 2020 published in August, but the first disbursement was not made until the first week of May 2021 (Libyan Express 2021).

Institutional set-up

The Wives and Children's Grant is a current project within the institutional structure of the MOSA,⁸³ but with unclear departmental affiliation.

Targeting and registration

The Wives and Children's Grant is the only universal child allowance in the MENA region (Bilo and Machado, 2018). Based on Law No. 27 of 2013, the grant is meant to be provided to four categories of individuals who reside in Libya, as shown in Table 9.

Table 9. Eligible categories for the Wives and Children's Grant

Category		Relevant article
Children	<ul style="list-style-type: none"> All those below 18 years of age, including non-Libyan children whose mothers are Libyan⁸⁴ 	Art. 1
Unmarried Libyan women	<ul style="list-style-type: none"> With no income from work or other sources 	Art. 3
Married Libyan women	<ul style="list-style-type: none"> With no income from work or other sources 	Art. 4
Libyan women married to non-Libyans	<ul style="list-style-type: none"> With children below 18 years of age from their non-Libyan husbands With legal guardianship over children below 18 years of age from their non-Libyan husbands 	Art. 3

Source: Law No. 27 on Wives and Children's Grant (2013).

In practice, only Libyan children are currently benefiting from the programme.⁸⁵ The inclusion of non-Libyan children from Libyan mothers and foreign fathers is challenging, as their identification is meant to occur through the 'Database for Foreigners' at the Civil Status Department, but as of August 2021 no families with a Libyan mother and a foreign father have been registered.⁸⁶ Furthermore, another challenge is that the eligibility criteria stipulate that only non-Libyan children residing in Libya who have not left the country for more than three months may benefit. However, the Passports Department currently does not have the capacity to monitor the dates of entry and exit for these individuals. Other eligible categories currently not benefiting include wives and unmarried Libyan women. Plans are under way to gradually include wives as beneficiaries, but unmarried Libyan women will require further legal clarification to determine whether the requirement of not having a source of income includes only working in the public sector, working in the private sector or both.⁸⁷ Work is currently under way to develop executive regulations clarifying this requirement.⁸⁸

83. KII with the MOSA, the Wives and Children's Grant Project and the Department of PWD Affairs on 2 August 2021.

84. Ibid.

85. Ibid.

86. Ibid.

87. Ibid.

88. Ibid.

Registration for the Wives and Children's Grant occurs digitally through a portal on the MOSA website, with applicants required to input their national ID numbers.⁸⁹ Verification of beneficiary data is done digitally through the Civil Registry, and then manually with the Ministry of Labour and the Ministry of Finance to ensure that wives/unmarried women do not receive salaries from the private sector and are not public-sector employees.⁹⁰

Benefits and coverage

The benefit paid to Libyan wives is LYD150,⁹¹ along with LYD100 for each eligible child,⁹² and both are transferred directly to the head of the household's bank account. As of October 2021, a total of 1,075,000 households had benefited from the grant (Libya Akhbar 2021), representing approximately 87 per cent of the total population.⁹³ In the future when the part of the grant that goes to wives is distributed, some gender equality concerns might arise, as the benefit is transferred to the head of the household, who is usually the husband.

Administrative databases and M&E mechanisms

The grant relies, first and foremost, on data in the Civil Registry to both identify applicants and verify eligibility. Cases have been noted of households applying for the benefit without children or with children over the age of 18 (Libya Akhbar 2021). No information is available on monitoring and evaluation (M&E) mechanisms or how the programme will verify data and reassess families' eligibility, especially when children turn 18 or when wives/unmarried women start earning an income.

Homecare PWD Grant

The Homecare PWD Grant is a non-contributory cash benefit paid to PWDs not in care homes who are unable to cover the costs of hiring someone for the purposes of providing them with homecare, introduced through Art. 5 of Law No. 5 on Persons with Disabilities (1987). It is important to note that the grant is a partially active programme, as benefits were distributed consistently each month from 2009 until 2013 and then were halted because the programme no longer received allocations from the Ministry of Finance.⁹⁴ Nevertheless, action was taken in 2020 to reactivate it through the retroactive distribution of benefits for 2014 and 2015.⁹⁵

89. See: <<https://wcsg.sa.gov.ly/>>.

90. KII with the MOSA, the Wives and Children's Grant Project and the Department of PWD Affairs on 2 August 2021.

91. Art. 4 of Law No. 27 on Wives and Children's Allowance (2013).

92. Art. 1 of Law No. 27 on Wives and Children's Allowance (2013).

93. Calculated by multiplying the number of households benefiting (1,075,000) by the average household size (5.6), then dividing it by the population size (6,931,061).

94. KII with the SSF, the PWD Affairs Department and the Social Institutions Department on 3 August 2021.

95. Ibid.

Institutional set-up

The Homecare PWD Grant is administered by the SSF's PWD Affairs Department. This department is also responsible for maintaining a database of all PWDs across the country and issuing a PWD card to those who have been assessed by a medical committee. At the end of 2020, the department had 109,230 PWDs registered in its database.⁹⁶

Targeting and registration

The Homecare PWD Grant is provided to individuals with certain disabilities outlined in Art. 10 of Decision No. 41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs (1990) and subsequently amended in Art. 3 of Decree No. 273 Amending Decree No. 41 (2020). These are:

- those with intellectual disabilities whose score on an IQ test is less than 49 per cent;
- those with autism or Parkinson's disease;
- those who are paraplegic or quadriplegic and need to be cared for by someone else;
- people with amputated limbs;
- those incapacitated because of any illness;
- those with visual impairment;
- those with chronic illnesses;⁹⁷ and
- employed people with disabilities.

To benefit, applicants must provide the documents listed below to their local branch of the SSF, which then verifies eligibility:⁹⁸

- Proof of Disability Card (issued by the SSF);
- proof of residence;
- two copies of the medical report diagnosing the disability (from a public specialised hospital);
- birth certificate;
- national ID card; and
- bank details.

⁹⁶. Answers received from the SSF on 7 June 2021.

⁹⁷. Those who have reached a high-risk threshold outlined in the framework of chronic illnesses.

⁹⁸. Art. 4 of Decree No. 273 Amending Decree No. 41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs (2020) (KII with the SSF, the PWD Affairs Department and the Social Institutions Department on 3 August 2021).

It is important to note that given the lack of financial allocations since 2013, the department has been primarily working on verifying the eligibility of new beneficiaries for the benefit but without making disbursements.⁹⁹

Benefits and coverage

The grant used to be LYD17 then LYD150 per month, but in 2018, Decree No. 179 raised the amount to LYD450—i.e. equal to the minimum wage in Libya. The grant is provided for life when there is no possibility of rehabilitation or training.¹⁰⁰

In terms of coverage, the programme had 17,445 registered beneficiaries in 2020 in the Western area. However, the number of those registered in the Eastern area is unknown. Given that the disbursements are sporadic, it is unclear how many of those 17,445 people received any benefits in the last few years.

Administrative databases and M&E mechanisms

The SSF at the central level contains a database of all those registered in the PWD Homecare Grant. However, it is unclear whether data are shared between the SSF and other institutions providing benefits for PWD, such as the General Authority for the Care of Families of Martyrs, Missing Persons and Amputees. Case management and reassessment of beneficiaries occurs annually, with the exception of those with several mental disabilities, those who cannot move (paraplegic or quadriplegic), and those who are visually impaired.¹⁰¹

Fuel Subsidy

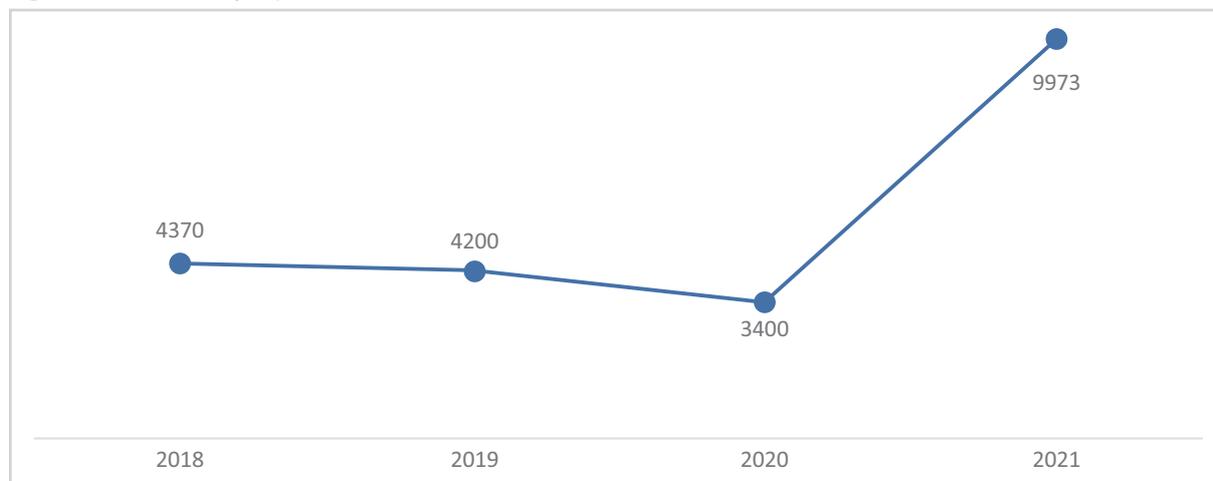
The implementation of subsidies in Libya began in 1971 with the establishment of the Price Regulation Fund under the Ministry of Economy through Law No. 68 (LOOPS 2015). Although discussions about reducing subsidies were taking place in 2010, the 2011 revolution halted such plans and saw an increase in subsidy expenditures by 12.7 per cent between 2002 and 2010 for basic food items and by 30 per cent over the same period for fuel (*ibid.*). Discussions about eliminating the Fuel Subsidy and replacing it with cash transfers were revived in 2015. Furthermore, despite a significant reduction in expenditure on account of declining revenues in 2019, subsidies continued to represent a significant share of total government expenditures (World Bank et al. forthcoming), as shown in Figure 10. Indeed, in 2020, all subsidies (including those for electricity, medicine, water and sanitation, as well as fuel) cumulatively amounted to 16 per cent of total government expenditures (World Bank 2021a). The significant increase in 2021 was due to the devaluation of the Libyan Dinar against the US Dollar (World Bank 2021b) and the increase in the global oil price.¹⁰²

99. KII with the SSF, the PWD Affairs Department and the Social Institutions Department on 3 August 2021.

100. Art. 13 of Decision No. 41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs (1990).

101. Art. 12 of Decree No. 273 Amending Decree No. 41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs (2020).

102. While Libya produces oil, it has no refinery on its territory; thus, all fuel consumed locally is imported into the country in US Dollars then subsidised in Libyan Dinars.

Figure 10. Fuel Subsidy expenditures, 2018–2021 (LYD, millions)

Source: For 2018–2019 data: World Bank et al. (forthcoming); for 2020 data: World Bank (2021b); for 2021 data: Ministry of Finance in the Government of National Unity (2022).

Institutional set-up

Since 1971, the National Oil Corporation, under the authority of the Ministry of Oil, has been administering the Fuel Subsidy (Araar, Choueiri, and Verme 2015).

Benefits and coverage

Energy products are universally subsidised, at rates exceeding 85 per cent of their market value, with the highest subsidies provided for LPG and kerosene (see Table 10).

Table 10. Fuel prices and subsidies (2013)

	Subsidised price (LYD/l)	Market price (LYD/l)	Subsidy (% of market price)
Gasoline	0.15	1.072	86
Diesel	0.15	1.11	86
LPG	2	20.939	90
Kerosene	0.09	1.089	92

Source: World Bank et al. (forthcoming).

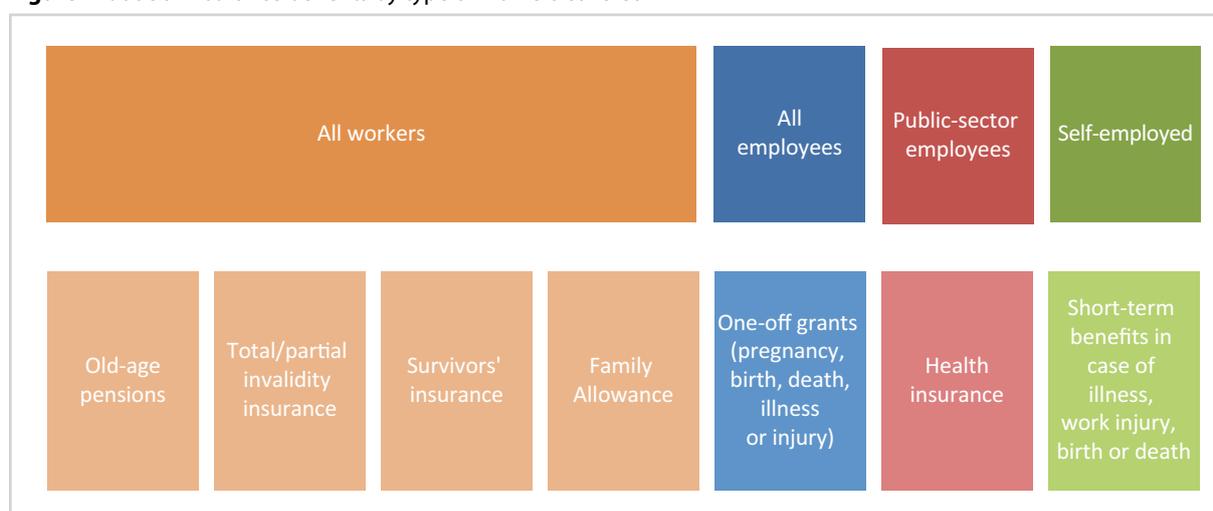
Households in higher income quintiles benefit more from the energy subsidies than lower-income households. Data from 2007–2008 indicate that the richest 20 per cent of the population benefited 3.5 times more from energy subsidies than the poorest households (Araar, Choueiri, and Verme 2015). Because of this, and the high level of expenditure on subsidies, the government has announced reforms to the structure of the Fuel Subsidy multiple times. Most recently, the Government of National Unity formed a committee in 2021 tasked with preparing scenarios for removing/phasing out of the Fuel Subsidy and replacing it with cash assistance. The committee includes the Ministry of Planning and the Ministry of Economy, among others, and is discussing issues such as whether cash compensation will be

given through a new or an existing programme, which entity will be responsible for doing so, and what the anticipated size and frequency of the envisaged benefit will be. As of July 2021, the committee had put forward seven proposals for the gradual removal of the Fuel Subsidy, with no decision made yet on which of those proposals to adopt.

5.3 SOCIAL INSURANCE PROGRAMMES

Libya's social insurance system covers eight of the nine branches indicated in ILO Convention No. 102 (all except unemployment insurance). The benefits are provided mainly by the Social Security Fund and the Public Health Insurance Fund, and extend to both employees and self-employed workers, as shown in Figure 11.

Figure 11. Social insurance benefits by type of workers covered



Source: Libya Social Protection Policy Roadmap.

Except for old-age pensions, there are no requirements for a minimum number of contribution years to receive any other social insurance benefit.¹⁰³

Some data gaps persist around social insurance benefits. For example, there are limited details surrounding the provision of short-term benefits to self-employed workers, as Decree No. 408 regulating their implementation is not publicly available. Furthermore, contribution rates for workers, employers and the Treasury, as well as the size of social insurance benefits, are all contested, with various sources stating different rates. Table 11 provides a compilation.

Finally, the total number of workers in the private and public sectors covered by the Social Security Fund is not available, as the answers received from the Social Security Fund only indicate the number of workers it covers in Tripoli for certain years, as shown in Figure 12. Nevertheless, these numbers indicate that only 127 self-employed workers were covered in 2020. Given that the number of covered public-sector and private-sector workers is decreasing and that recent estimates indicate a rise in informality in the last few years (Rahman and Di

103. KII with the Social Security Fund on 5 July 2021.

Maio 2020), a large proportion of self-employed workers remain uncovered by a social safety net (IPC-IG and UNDP Libya forthcoming).

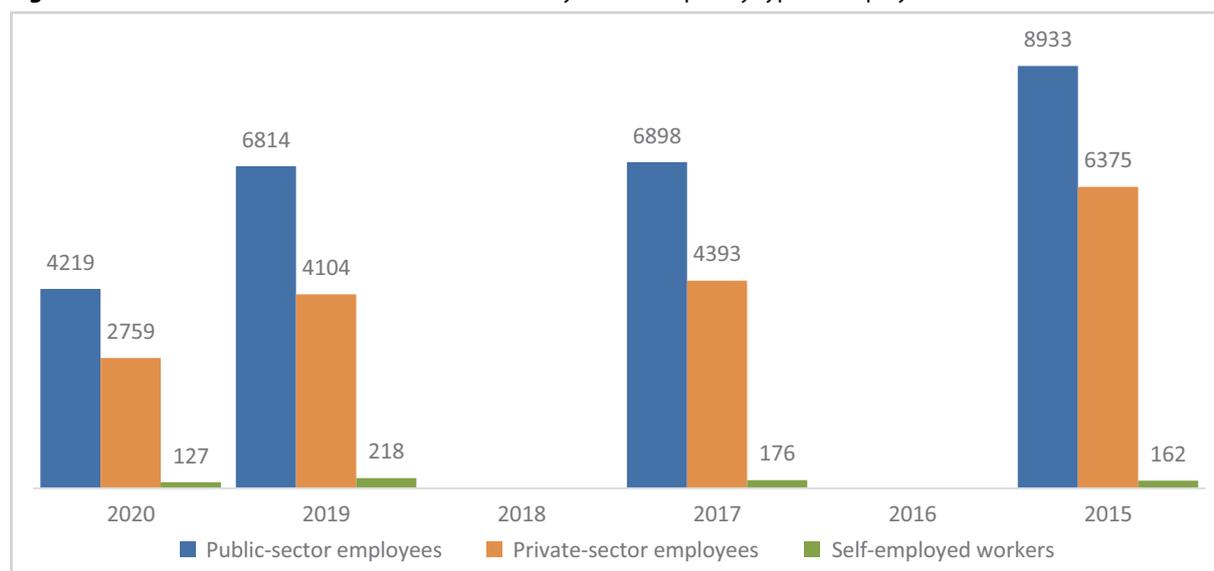
Table 11. Contribution rates by category and contributor

	Public sector	Private sector	Self-employed workers
Worker's contribution	3.5%	6.25%	15.675%
Employer's contribution	4.9%	7.5%	-
Treasury's contribution	5.6%	1.25%	0.825%
Total	14%	15%	16.5%

Note: The contributions shown above were collated by the research team from a variety of sources but could not be validated.

Source: Public-sector and private-sector contributions based on answers received from the Social Security Fund on 30 June; self-employed workers' contributions based on Social Security Fund (n.d.).

Figure 12. Number of contributors to the Social Security Fund in Tripoli by type of employment



Note: Data were not provided for 2016 or 2018.

Source: Answers received from the Social Security Fund on 30 June 2021.

Table 12 provides a brief overview of all social insurance benefits, indicating their target groups, overseeing institution, eligibility criteria and current operational status. Among those benefits, the inadequacy of certain benefits such as the Family Allowance and the one-off pregnancy grant stands out particularly. The monthly Family Allowance benefit is LYD2–4, while the one-off pregnancy grant is LYD3 per month. In addition to the benefits summarised in the table, the Social Security Fund aims to launch a programme for the inclusion of Libyans working abroad, increasing digitisation and renewing and/or creating new bilateral social security agreements with other countries.¹⁰⁴

104. Ibid.

Table 12. Summary of social insurance benefits

Benefit	Institution	Objective	Target groups	Eligibility criteria	Benefit amount duration and frequency	Legal framework	Status
Old-age pension	Social Security Fund	Retirement benefits	Private- and public-sector employees; self-employed workers	<ul style="list-style-type: none"> Reaching 70 years for public-sector employees¹⁰⁵ Reaching 60 years (voluntary) or 65 years (obligatory) for private-sector employees Contributing 20 years and reaching the minimum retirement age for non-Libyan workers from countries with no bilateral agreements¹⁰⁶ 	50% of salary during employment (period of reference not indicated) ¹⁰⁷	<ul style="list-style-type: none"> Social Security Law No. 13 (1980) Decree No. 669 on the List of Social Security Benefits Regulations (1981) Law No. 1 (2018)¹⁰⁸ 	Active
Total/partial invalidity insurance	Social Security Fund	Support to workers no longer able to work entirely or at their full capacity due to work injury, occupational illness or non-related work accidents ¹⁰⁹	Private- and public-sector employees; self-employed workers	<p>Total invalidity: invalidity of 60% or more</p> <ul style="list-style-type: none"> If invalidity is due to non-related work accidents, beneficiaries are entitled to 'The Need to Be Cared For By Someone Else' benefit¹¹⁰ <p>Partial invalidity: invalidity of between 30% and 60%</p>	Differs according to the cause of invalidity ¹¹¹	<ul style="list-style-type: none"> Social Security Law No. 13 (1980) Decree No. 669 on the List of Social Security Benefits Regulations (1981) 	Active



105. Based on Law No. 1 (2018) (KII with the Social Security Fund on 5 July 2021).

106. Foreigners are eligible for a 'final pay-out' if they decide to leave before reaching retirement age.

107. KII with the Social Security Fund on 5 July 2021, but this information is different from what is indicated in Art. 14 of Social Security Law No. 13 (1980), which is the average actual salary or estimated salary in the last three years of work.

108. Not reviewed by the research team.

109. Art. 18 (a) of Law No. 13 on Social Security (1980).

110. Beneficiaries receive an additional 10 per cent of the benefit amount.

111. See Art. 17–19 of Law No. 13 on Social Security (1980).

Benefit	Institution	Objective	Target groups	Eligibility criteria	Benefit amount duration and frequency	Legal framework	Status
Survivors' insurance	Social Security Fund	Support to the survivors of persons contributing to the fund	Private- and public-sector employees; self-employed workers	<ul style="list-style-type: none"> Insured individual died of a work injury or had a naturally occurring death and was eligible prior to his death for the old-age pension or the total/partial invalidity insurance due to a work injury If a survivor is entitled to more than one pension (e.g. survivors' insurance benefit in addition to the Basic Pension benefit), only the highest value of those pensions will be paid¹¹² Sons benefit until they are 21, until 28 if they are in higher education, or indefinitely if they are unable to work¹¹³ Daughters benefit until marriage or if they are widowed/divorced Husbands can only benefit if they are incapacitated¹¹⁴ 	Differs according to the benefit to which the insured individual was entitled	<ul style="list-style-type: none"> Social Security Law No. 13 (1980) Decree No. 669 on the List of Social Security Benefits Regulations (1981) 	Active



112. Art. 132 of the List of Social Security Benefits Regulation No. 669 (1981).

113. Art. 24 of the List of Social Security Benefits Regulation No. 669 (1981).

114. Art. 129 of the List of Social Security Benefits Regulation No. 669 (1981).

Benefit	Institution	Objective	Target groups	Eligibility criteria	Benefit amount duration and frequency	Legal framework	Status
Family Allowance	Social Security Fund		Private- and public-sector employees; self-employed workers	People receiving benefits through the Social Security Law, with the exception of those receiving partial invalidity insurance due to work injury ¹¹⁵	LYD4 for wives LYD2 for children Monthly	<ul style="list-style-type: none"> Social Security Law No. 13 (1980) Decree No. 669 on the List of Social Security Benefits Regulations (1981) 	Active
One-off pregnancy grant	Social Security Fund	Maternity benefits for pregnant employees	Private- and public-sector employees	NA	LYD3 From the fourth month of pregnancy for the insured worker until she is no longer pregnant	<ul style="list-style-type: none"> Social Security Law No. 13 (1980) 	Active
One-off birth grant	Social Security Fund	Financial support at birth	Private- and public-sector employees	Insured female employees with contributions of at least four months (Imneina and Alfarsi 2020)	LYD25 One-off	<ul style="list-style-type: none"> Decree No. 389 on Birth and Death Grants (1982) 	Active
Short-term birth benefit	Social Security Fund	Financial support at birth	Self-employed workers	Unknown	Unknown	<ul style="list-style-type: none"> Social Security Law No. 13 (1980) Decree No. 408 on Short-Term Benefits to Self-Employed Workers (1982)¹¹⁶ 	Active
One-off illness or injury grant	Social Security Fund	Compensation for loss of income due to illness or injury	Private- and public-sector employees	When invalidity is 5–30%	Unknown	<ul style="list-style-type: none"> Decree No. 389 on Birth and Death Grants (1982) 	Active



115. Art. 24 of Social Security Law No. 13 (1980).

116. Not received or reviewed by the research team.

Benefit	Institution	Objective	Target groups	Eligibility criteria	Benefit amount duration and frequency	Legal framework	Status
Short-term illness or injury benefit	Social Security Fund	Compensation for loss of income due to illness or injury	Self-employed workers	When a work-related injury leads to invalidity of 5–30% Or when a naturally occurring illness has resulted in loss of income	For injury: 70% of estimated income for three months ¹¹⁷ For illness: 60% of estimated income for one year ¹¹⁸	<ul style="list-style-type: none"> Social Security Law No. 13 (1980) Decree no. 408 on Short-Term Benefits to Self-Employed Workers (1982)¹¹⁹ 	Active
One-off burial grant	Social Security Fund	Covering burial costs	Private- and public-sector employees	Unknown	LYD50 ¹²⁰	<ul style="list-style-type: none"> Decree No. 389 on Birth and Death Grants (1982) 	Active
Short-term death benefit	Social Security Fund	Covering burial costs	Self-employed workers	Insured individual has survivors	60% of total estimated income for three months in cases of normal death 70% of total estimated income for three months in cases of death caused by work injury ¹²¹	<ul style="list-style-type: none"> Social Security Law No. 13 (1980) Decree no. 408 on Short-Term Benefits to Self-Employed Workers (1982)¹²² 	Active
Health insurance	Public Health Insurance Fund	Covering medical treatment costs	Public-sector employees	Being employed in one of the public-sector entities that has a health insurance agreement with the Public Health Insurance Fund ¹²³	Differs according to the health insurance agreement	<ul style="list-style-type: none"> Decree No. 854 on Establishing a Public Health Insurance Fund (2017) 	Inactive ¹²⁴

Source: NESDB et al. (unpublished).

117. Art. 25 of Law No. 13 on Social Security (1980).

118. Ibid.

119. Not received or reviewed by the research team.

120. Art. 27 of Law No. 13 on Social Security (1980).

121. Art. 23 (c) of Law No. 13 on Social Security (1980).

122. Not received or reviewed by the research team.

123. It is unclear whether there is minimum income level for the employee to be covered by the health insurance.

124. Only one agreement has been signed with the Ministry of Education to cover its employees with health insurance. Activation is pending the disbursement of employees' contributions (KII with the Public Health Insurance Fund on 6 July 2021).

5.4 LABOUR MARKET PROGRAMMES

Around 70 per cent of Libyan workers are employed in the public sector (IOM 2021b), and in 2020, 61 per cent of government expenditures went towards the wage bill (World Bank 2021a). The focus on employment in the public sector has reduced private-sector engagement and thus affected the number of labour market programmes in the country. As shown in Table 13, there are a few programmes implemented by several different institutions, most in the form of training, livelihood programmes and job matching. Despite the existence of multiple programmes, there is currently no strategy, policy or legal framework to regulate such active labour market policies. The coverage of these programmes or their long-term impact is unknown, as there is no entity responsible for overseeing the coordination or assessment of the different labour market programmes being implemented.

Table 13. Summary of labour market programmes

Programme	Institution	Type of active labour market programme	Target groups	Status
Training of job seekers	Ministry of Labour	Training	Male and female job seekers	Unknown
Technical and vocational training of PWDs	Municipality Committees for Public Services ¹²⁵	Training	PWDs	Unknown
Vocational training	Zakat Fund	Training	Unknown	Active
Industrial and traditional manufacturing training	Zakat Fund	Training	Unknown	Active
Finding employment programme	Zakat Fund	Job matching	Unknown	Active
Productive Families programme	SSF	Livelihood programme ¹²⁶	SSF beneficiaries	Unknown
Productive Families programme	MOSA	Livelihood programme ¹²⁷	Unknown	Unknown
National programme for small and medium-sized enterprises	Ministry of Economy General Authority for the Care of Martyrs, Missing Persons and Amputees	Livelihood programme	Unknown	Active

Source: NESDB et al. (unpublished).

5.5 SOCIAL CARE SERVICES PROGRAMMES

Social care services are provided through shelters by the SSF and the MOSA to unaccompanied children and elderly people, PWDs and victims of domestic abuse. Law No. 20 on Social Solidarity (1998) stipulates that the SSF is responsible for managing care centres and shelters

125. Law No. 5 on Persons with Disabilities.

126. Art. 18 of Law No. 16 on Basic Pension (1985).

127. KII with the MOSA, the Department of Humanitarian Affairs and Assistance, the Department for Family and Children's Affairs, and the Marriage Affairs Department of the Marriage Support Fund on 8 July 2020.

for PWDs, elderly people, juveniles and women.¹²⁸ Furthermore, Decree No. 120 on the Organisational Structure of the Ministry of Social Affairs (2012) indicates that the MOSA also operates several centres. A list of the available centres, their target groups and overseeing institutions is provided in Table 14.

Table 14. Summary of social care services

Target group	Institution	Type	Age group	Number
Unaccompanied children	SSF	Childcare centres	0–12 years	Unknown
	SSF	Girls' and boys' centres (gender-segregated)	12 until marriage for girls 12–20 for boys	Unknown
	SSF	Guesthouse	Men above 20 allowed to stay for five years provided that they work ¹²⁹	Unknown
PWDs	SSF	PWD shelters	Unknown	Unknown
	MOSA	PWD shelters	Unknown	3 ¹³⁰
Unaccompanied elderly people	SSF	Elderly shelters	Unknown	Unknown
	MOSA	Elderly shelters	Unknown	Unknown
Victims of domestic abuse	SSF	Shelters	Unknown	Unknown

Source: NESDB et al. (unpublished).

Unaccompanied children in centres run by the SSF receive several additional benefits, including education, health assistance, housing and marriage benefits.¹³¹

PWDs' right to shelter is stipulated in Law No. 5 on Persons with Disabilities (1987). Although both the MOSA and the SSF run shelters for PWDs, it is unclear whether each institution has different entry requirements for their centres. Furthermore, PWDs both in and outside shelters must register to receive a Proof of Disability Card through the SSF to benefit from the different assistance programmes.¹³² In 2020, there were 109,244 PWDs with Disability Cards, accounting for approximately 2 per cent of the population.¹³³ In addition to stipulating their right to shelter, Law No. 5 on Persons with Disabilities (1987) also provides PWDs with the right to assistive equipment, rehabilitation, work opportunities, tax exemptions for self-employed workers, subsidised public transport,¹³⁴ and exemptions on custom duties for assistive equipment (Art. 4). These additional benefits are, however, not currently being provided, as the entities assigned to implement them do not plan for them in their operations, and there are no financial allocations to cover their costs. Table 15 lists the number of benefits for PWDs and their current implementation status.¹³⁵

128. Art. 4 (3) of Law No. 20 on Social Solidarity (1998).

129. Libya's Report to the Committee for the African Charter on the Rights and Welfare of the Child (2008).

130. KII with the MOSA, the Wives and Children's Grant project and the Department for PWD Affairs on 2 August 2021.

131. KII with the SSF, the PWD Affairs Department and the Social Institutions Department on 3 August 2021.

132. Ibid.

133. Ibid.

134. At half price for public air, sea and land travel within and outside Libya. Also applies to their companion carers. Land travel within Libya is always subsidised to half price, while travel outside Libya may be subsidised for one trip only. See Art. 27 of Law No. 5 on Persons with Disabilities, and Art. 25–26 of Decision No. 41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs (1990).

135. . KII with the SSF on 3 August 2021.

Table 15. Additional benefits for PWDs stipulated by Law No. 5 on PWDs (1978) and their implementation status

Benefit	Status
Right to assistive equipment	Provided occasionally according to available funding
Right to rehabilitation	Information not available
Right to work opportunities	Not implemented
Tax exemptions for self-employed workers	Information not available
Subsidised public transport ¹³⁶	Was implemented for a while and then stopped
Exemptions on customs duties for assistive equipment (Art. 4).	Information not available
	Falls under the education executive regulations for PWDs
Financial assistance for blind students	LYD250 per month
	Has not been activated yet, as efforts are still being made to identify blind students

Source: Authors' elaboration based on a KII with the Social Solidarity Fund on 3 August 2021.

6 CHALLENGES AND PRIORITIES

6.1 CHALLENGES

Despite instability, the country has managed to continue most of its SP programmes (even if with reduced scope). Yet there are also several design and implementation challenges that have been collated from the authors' own analysis and the inputs of national entities during the KIIs. The KIIs were conducted as part of the consultative process to prepare the Roadmap for the Development of a Social Protection Policy for Libya. A total of 13 institutions that are relevant to the SP sector were interviewed to provide further information on SP programmes and offer their views on the challenges and priorities for their entities and the sector as a whole. The most pressing challenges¹³⁷ mentioned by interviewees are related to the themes of administration and implementation, governance and financing. Table 16 contains a full list of the challenges and the number of times they were mentioned by national entities.

To start with **general challenges cutting across the SP sector**, there is a lack of clarity over the overall governance of the SP sector, mainly its social assistance and social care services components, given significant overlaps between the mandates of the MOSA and the SSF, and the lack of a common strategy/policy organising the sector. Second, there is limited coordination across different entities, with several entities implementing similar programmes to others, which is an issue raised by multiple interviewees (5), who also emphasised the problem of a lack of coordination even between departments and offices in the same entity. Third, there is a significant lack of strategic planning and/

136. At half price for public air, sea and land travel within and outside Libya. Also applies to their companion carers. Land travel within Libya is always subsidised to half price, while travel outside Libya may be subsidised for one trip only. See Art. 27 of Law No. 5 on Persons with Disabilities, and Art. 25–26 of Decision No. 41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs (1990).

137. Measured by the number of times the challenge was mentioned by stakeholders.

or annual reporting for most entities in the SP sector. Fourth, given the conflict, there are limited consolidated data on the number of beneficiaries in the south, east and west of the country. Fifth, the lack of digitised systems and limited interoperability between existing systems was mentioned the most by interviewees under the theme of administration (7). Sixth, many entities (8) emphasised how limited funding has curtailed the implementation of SP programmes. Finally, six interviewees also emphasised the weak implementation of M&E and mentioned that there is limited process or impact evaluation of programmes, which means that many programmes established 40 years ago continue to be implemented without sufficient understanding of whether they meet the current needs of the population.

In terms of the specific challenges facing **social assistance**, these are related to financing, coverage and implementation. In terms of financing, the largest share of the SP budget goes towards universal subsidies, rather than to transfers to the most vulnerable. Subsidies accounted for 16 per cent of total government expenditures in 2020, with the largest proportion going to the Fuel Subsidy (World Bank 2021a). The Ministry of Health allocated 19.3 per cent of its budget in 2018 to cover the subsidy on medication distributed through public health facilities (Al-Khmeisi 2021; Ministry of Health 2018). Many cash assistance programmes have been halted due to budgetary constraints.

As for coverage, a notable challenge is the relatively low coverage of multiple social assistance programmes, despite 70 per cent of the population indicating their need for financial assistance (BSC 2016). Furthermore, specific categories such as children of Libyan mothers remain excluded from most programmes, due to administrative hurdles and registration processes requiring national IDs. Another challenge specific to the Wives and Children's Grant and the Basic Pension is that the 'not working' eligibility requirement may discourage women from joining the labour force.

In regard to implementation, the most notable challenges are the similar objectives of multiple cash assistance programmes implemented by different entities;¹³⁸ the sporadic or lack of implementation of programmes' associated benefits such as the subsidies on public transport for PWDs¹³⁹ and for families of martyrs, missing persons and amputees;¹⁴⁰ and, finally, the lack of computerised databases and the fact that different institutions have separate databases with limited interoperability, making data-sharing and coordination between entities and different programmes harder.

The specific challenges facing **social insurance** are related to coverage, adequacy and implementation. Regarding coverage, the challenge for the social insurance sector is generally the low rate of subscription in the private sector and among those who are self-employed, since there is no mechanism to impose contributions. Furthermore, self-employed working women are excluded from the pregnancy grant but only receive a one-off grant at birth. Additionally, there are slight differences in the use of social security benefits.

138. For example, a 'Health Benefit', an 'Education Benefit', an 'Emergency Compensation Benefit' and a 'Housing Benefit' are provided by both the SSF and the Zakat Fund, and a 'Marriage Support Benefit' is provided by the SSF, the Zakat Fund and the Marriage Support Fund. Furthermore, the SSF implements a Homecare Benefit for PWDs, while the Social Security Fund implements the 'Need to Be Cared For By Someone Else Benefit', both of which share the same objective.

139. At half price for public air, sea and land travel within and outside Libya. Also applies to their companion carers. Land travel within Libya is always subsidised to half price, while travel outside Libya may be subsidised for one trip only. See Art. 27 of Law No. 5 on Persons with Disabilities, and Art. 25–26 of Decision No. 41 on the Issuance of an Implementation Framework for Designated Benefits for PWDs (1990).

140. KII with the SSF, the Department of PWD Affairs and the Social Institutions Department on 3 August 2021.

Men only benefit from their deceased wives' social security benefits if they are fully incapacitated, while women benefit in all cases.¹⁴¹ Furthermore, the country lacks an unemployment benefit, as stipulated in ILO Convention No. 102 on Minimum Standards.

Table 16. Stakeholder-identified challenges and number of times mentioned

Theme	Challenges	Number of entities that mentioned it	Total number of mentions
Governance	Weak coordination between entities	9	18
	Weak coordination between departments/offices in the same entity	5	
	Decisions imposed on entities without prior consultation with them	2	
	Lack of a specialised entity providing psychological support	1	
	Duplication in the mandates of the SSF and the MOSA	1	
Capacity	Limited staff capacities and unqualified staff	5	9
	Limited institutional capacity-building	3	
	High turnover of managerial staff	1	
Financing	Limited funding	8	10
	Difficulty obtaining contributions for contributory social protection	2	
Policy and legal frameworks	Weak implementation of laws/procedures	6	8
	Outdated laws and regulations	1	
	Weakness of the role of civil society in monitoring the implementation of laws	1	
Design	Targeting problems and ad hoc eligibility criteria	4	7
	Weakness of referral pathways	2	
	Weak identification process	1	
Administration	Lack of digitised systems and limited interoperability	7	31
	Weak implementation of M&E	6	
	Weak registration process	5	
	Weak implementation of programmes	2	
	Lack of a social registry	2	
	Uncertainty and delays hindering operation	2	
	Weak eligibility verification procedures	2	
	Low coverage	2	
	Weak implementation of programmes	2	
	Lack of security and safety	1	
Data and awareness	Lack of awareness about rights, available programmes and registration mechanisms	3	7
	Lack of updated data on social protection ¹⁴² and comprehensive surveys	3	
	Lack of trust between the government and Libyan citizens	1	

Source: Authors' own elaboration based on KIs with national stakeholders.

141. Art. 129 of the List of Social Security Benefits Regulation No. 669 (1981).

142. Poverty, national poverty line, unemployment rate etc.

As for adequacy, the key challenge is the inadequate benefit amounts of some social insurance schemes. For example, the pregnancy grant for public- and private-sector employees is LYD3 from the fourth month of pregnancy until birth (Imneina and Alfarsi 2020). ILO Convention No. 183 on Maternity Protection (2000), to which Libya is not a party, sets the minimum amount for maternity benefits as at least two thirds of a woman's regular salary for a minimum of 14 weeks (ILO 2021).

Finally, several challenges remain in implementation, including the lack of operational health insurance provided by the Public Health Insurance Fund. The shift in the Public Health Insurance Fund's mandate has resulted in an overlap with the Primary Healthcare Foundation and the Ministry of Health, as the Fund veers towards primary health care provision, instead of operationalising health insurance.

As for challenges associated with the **labour market**, these are mainly the limited coordination/cooperation between multiple entities involved in the implementation of livelihood programmes/active labour market programmes; limited coordination between providers of active labour market programmes and the Social Security Fund to encourage social security registration; and a lack of process and impact evaluations of training programmes run by different entities.

The challenges associated with **care services** are mainly related to implementation. For instance, there is an unclear division of labour between the MOSA and the SSF when it comes to policymaking and implementation of care services. By legal mandate the former is responsible for the management and oversight of care centres, and the latter responsible for service provision. Yet in practice, both entities are involved in implementation, as both the MOSA and the SSF have affiliated centres. This lack of clarity, according to the KIIs conducted in 2021, has resulted in the MOSA planning for the creation of an online PWD registry hosted by the MOSA without the knowledge of the SSF, which currently houses the database of PWDs in the country.¹⁴³ Moreover, another relevant challenge for care services is the low quality of services provided in public care shelters, exacerbated by the past conflict (LOOPS 2016), and the limited social welfare workforce capacity in terms of numbers and qualifications. Finally, there is an unknown level of cooperation between the MOSA and civil society organisations in terms of service provision and the use of the Commission of CSOs, which keeps a register of all CSOs, the sector they work in and their performance indicators.

6.2 PRIORITIES

The main priorities for national entities are related to the themes of administration and implementation, governance and design. A full list of the priorities and the number of times they were mentioned by national entities are indicated in Table 17.

Regarding administration, entities emphasised the importance of improving the quality of services (4), increasing coverage (4) and strengthening M&E systems (4). Under governance, entities indicated strengthening coordination (7). Finally, in terms of design, the digitisation of systems and databases (4), the improvement of targeting and eligibility criteria (4), and the improvement in identification and registration processes (4) are all significant priorities.

143. KII with the MOSA, the Wives and Children's Grant project and the Department for PWD Affairs on 2 August 2021.

Table 17. Stakeholder-identified priorities and number of times mentioned

Theme	Priorities	Number of entities that mentioned it	Total number of mentions
Governance	Strengthening coordination between different entities	7	13
	Strengthening coordination within the same entity at central and municipality levels	2	
	Increasing the participation of civil society in SP provision	2	
	Updating the bilateral social security agreements	1	
	Changing the mandates of the SSF and the MOSA so that the SSF is more of an implementing institution and the MOSA oversees the sector	1	
Capacity	Capacity-building and reassessment of the workforce	5	9
	Institutional capacity-building	4	
Financing	Receiving resources from the Treasury to reduce liquidity problems/increase budget allocations	5	5
Policy and legal frameworks	Reviewing and updating outdated laws	2	2
Design	Digitising systems and databases	5	13
	Improving targeting/changing eligibility criteria	4	
	Improving identification and registration processes	4	
Administration	Increasing coverage	4	17
	Improving M&E	4	
	Developing a social registry	2	
	Improving the interoperability of existing electronic systems/databases	2	
	Improving the services provided and increasing benefits	4	
	Improving the data validation procedure	1	
Data and awareness	Increasing awareness about rights and SP programmes	4	7
	Updating data on SP (poverty, national poverty line, unemployment rate etc.) and conducting comprehensive surveys	2	
	Data availability	1	

Source: Authors' own elaboration based on KIIs with national stakeholders.

7 CONCLUSION

Overall, the SP sector in Libya has strong foundations laid out by Social Security Law No. 13 (1980). The sector has a multitude of social assistance programmes addressing various risks across the life cycle, including poverty, invalidity and disability. Many social insurance benefits are provided, and a small number of labour market programmes addressing training and livelihood generation are implemented by different entities. Furthermore, in terms of care services, shelters for PWD and elderly people continue to operate throughout the country under both the SSF and the MOSA.

Despite the existence of such foundations, the subsequent construction of the sector has been riddled with significant gaps. To start with, many social assistance programmes provided by different entities are duplicates of one another, and in some cases eligibility criteria are not always strictly followed, leading to exclusion and inclusion errors, as well as low effective coverage. As for social insurance, a significant challenge is the inadequacy of some benefits provided, such as the Pregnancy Grant (discussed above), the low subscription rates of self-employed workers (e.g. only 127 self-employed workers were registered with the Tripoli-based SSF in 2020),¹⁴⁴ and the lack of operational health insurance and unemployment schemes. Limited data availability makes it difficult to adequately analyse labour market programmes, but limited coordination between different government entities implementing a plethora of similar programmes is noted. Similarly, within care services, overlaps and limited coordination between the SSF and the MOSA and the dwindling quality of services due to the conflict are important issues to address.

It is recommended that the governance of the overall sector be clarified through a clear strategy and/or policy that provides a guiding framework for the SP sector in Libya for the future. Moreover, as highlighted above, several issues related to the design and administration of programmes need to be addressed. Specific recommendations for each component of SP are provided below.

Social assistance

- Identify opportunities to coordinate and/or integrate similar programmes offered by the SSF, the Zakat Fund, the MOSA and the General Authority for the Care of Families of Martyrs, Missing Persons and Amputees.
- Expand effective coverage of programmes.
- Ensure benefits are paid in a timely manner and are of an adequate value, routinely recalculated based on inflation.
- Digitise beneficiary databases and ensure the interoperability of systems between different entities to improve the identification and registration process.
- Conduct needs assessments and impact evaluations to assist the decision-making process regarding whether to completely end or restart programmes halted due to budgetary constraints, such as the basic commodities subsidy, the school feeding programme and the benefits associated with larger programmes.¹⁴⁵
- Assess the possibilities of redirecting budget expenditures from universal subsidies on water, electricity and medicines to targeted transfers and/or investments in the social sector by: (i) considering the proposals of the Committee on the Removal of the Fuel Subsidy; and (ii) analysing the added value of the various universal subsidies currently in place.
- Increase the monitoring of social assistance programmes, and implement regular process and impact evaluations.

144. Answers received from the SSF on 30 June 2021.

145. Such as the transport subsidy for PWDs benefiting from the SSF.

Social insurance

- Set up mechanisms to increase private-sector and self-employed workers' social insurance subscriptions through the Ministry of Economy's company register and the Ministry of Labour and Rehabilitation's register of workers.
- Consider the feasibility of establishing and implementing unemployment insurance.
- Recalculate certain social insurance schemes such as the Pregnancy Grant to ensure they adequately cover female workers based on stipulations in ILO Convention No. 183 on Maternity Protection (2000).
- Assess the possibility of and/or mechanisms for providing health insurance through the Public Health Insurance Fund for all workers and not just those in the public sector.
- Implement legal obligations stipulating that the health insurance contributions of vulnerable groups such as Basic Pension beneficiaries and the families of martyrs should be covered by the SSF and the General Authority for the Care of Families of Martyrs, Amputees and Missing Persons.

Labour market

- Designate or set up an entity responsible for overseeing different livelihood programmes by storing data and monitoring their impact on labour participation and income.
- Reduce informality by stipulating the need for social security subscription in the design of income-generating projects and projects supporting small and medium-sized enterprises.

Care services

- Clarify implementation vs. oversight roles between the SSF and the MOSA, and subsequently strengthen the monitoring and oversight of service provision at shelters and care centres.
- Clarify the entity responsible for providing shelters for PWDs, unaccompanied children, elderly people, juvenile delinquents, victims of domestic abuse etc.
- Increase awareness of and information available on services for victims of domestic abuse and gender-based violence.
- Strengthen the capacity of social workers.
- Improve referral pathways, clarify the role of entities in referral services (Social Studies Centre, Bureau of Statistics and Census), and ensure that services are provided after referral has been made.

8 ANNEX

8.1 ROLE OF NATIONAL ACTORS IN THE SOCIAL PROTECTION SECTOR

Table 18. Role of national actors in the social protection sector

Entity	Brief	SP component (SA, SI, CS, LM or IP)
Ministry of Social Affairs (MOSA)	The MoSA has several ¹⁴⁶ subsidiary autonomous bodies, the most relevant of which are the Social Security Fund, ¹⁴⁷ the Social Solidarity Fund (SSF) and the Centre for Social Research.	
	Role in SP	
	<ul style="list-style-type: none"> The MOSA has a few¹⁴⁸ care centres for elderly people, PWDs and unaccompanied children under its authority providing care services. It is also meant to oversee care services provided by the SSF. 	CS
	<ul style="list-style-type: none"> The Ministry's Department of Humanitarian Affairs and Assistance provides¹⁴⁹ IDPs with cash and in-kind assistance. It also identifies and refers poor and vulnerable households to social assistance and social services providers such as the SSF, the Ministry of Health, the Ministry of Housing and the Zakat Fund. The Ministry is also part of the implementation of the Wives and Children's Grant national programme. The Ministry's Department for Family and Children's Affairs implements livelihood programmes for women and vulnerable families.¹⁵⁰ 	SA LM
Ministry of Labour and Rehabilitation (MOLR)	The MOLR oversees the application of the Labour Relations Law and its associated regulatory frameworks.	
	Role in SP <ul style="list-style-type: none"> The MOLR implements different programmes for training job seekers through its centres across the country.¹⁵¹ 	LM



146. An up-to-date number was not provided.

147. Council of Ministers Decree No. 120 on the Organisational Structure and Function of the Ministry of Social Affairs (2012) refers to the SSF as a 'Pension Fund', as it was named as such on the issuance of that decree.

148. An up-to-date number was not provided.

149. Has stopped in some branches (KII with the MOSA, the Department of Humanitarian Affairs and Assistance, the Department for Family and Children's Affairs, and the Marriage Affairs Department of the Marriage Support Fund on 8 July 2020).

150. KII with the MOSA, the Department of Humanitarian Affairs and Assistance, the Department for Family and Children's Affairs, and the Marriage Affairs Department of the Marriage Support Fund on 8 July 2020.

151. The number of centres and beneficiaries is unknown, but there are specific centres for women's empowerment (Ministry of Labour and Rehabilitation 2021).

Entity	Brief	SP component (SA, SI, CS, LM or IP)
Ministry of Economy and Trading (MOET)	The MOET focuses on economic development and oversees the country's company register (Ministry of Economy and Trading n.d.).	
	Role in SP	
	<ul style="list-style-type: none"> The Ministry oversees the Price Regulation Fund, which is responsible for setting the subsidised prices of basic items (LOOPS 2015). The Ministry has the budget line for subsidising basic items, but the subsidy was halted in 2016 due to a lack of funding.¹⁵² The Ministry is responsible for the National Programme for Small and Medium-Sized Enterprises, a livelihood programme providing capital and training (National SME Programme 2021). 	SA LM
Ministry of Education (MOE)	The MOE is responsible for providing primary, secondary and higher education in Libya.	
	Role in SP <ul style="list-style-type: none"> The MOE collaborates with the WFP to implement a school feeding programme. However, the programme has been on hold since 2019. 	SA
Ministry of Health (MOH)	The MOH is responsible for the provision of health services. International actors have noted the closure of more than half of health care facilities since 2019, especially those in rural areas. Service is hospital-oriented, as opposed to focused on primary health care centres (Health Cluster Libya 2020).	
	Role in SP <ul style="list-style-type: none"> The MOH assists in the implementation of the subsidy on medication alongside the Ministry of Finance 	SA
Ministry of Housing and Building (MOHB)	The MOHB oversees infrastructure and housing projects. In a post-conflict setting, the Ministry is also responsible for rubble removal (Ministry of Housing and Building n.d.).	
	Role in SP <ul style="list-style-type: none"> The MOHB used to allocate housing to poor and vulnerable households, including IDPs (BSC 2016),¹⁵³ but the programme halted in 2007.¹⁵⁴ 	SA
Ministry of Finance (MOF)	The MOF sets the budgets of different entities.	
	Role in SP <ul style="list-style-type: none"> The MOF oversees implementation of the fuel, electricity, water and medication subsidies. 	SA



152. KII with a representative of the Ministry of Economy on 23 June 2021.

153. Also mentioned in the KII with the MOSA, the Department of Humanitarian Affairs and Assistance, the Department for Family and Children's Affairs, and the Marriage Affairs Department of the Marriage Support Fund on 8 July 2020.

154. Personal communication with the NESDB.

Entity	Brief	SP component (SA, SI, CS, LM or IP)
Ministry of Planning (MOP)	<p>The MOP is responsible for creating a planning system that contributes to building human capital and exploiting and developing economic resources.</p> <p>Role in SP</p> <ul style="list-style-type: none"> The MOP is part of the committee responsible for removing fuel subsidies. 	SA
Social Solidarity Fund (SSF)	<p>The SSF oversees the distribution of non-contributory benefits, namely the Basic Pension grant for low-income families.</p> <p>Role in SP</p> <ul style="list-style-type: none"> The SSF is responsible for managing care centres for PWDs, elderly people, juveniles, women and unaccompanied children.¹⁵⁵ The SSF has a Department for PWD Affairs, which oversees the distribution of benefits for PWDs, including the homecare benefit.¹⁵⁶ The SSF has a Department of Social Development, which oversees the provision of compensation in times of crises and natural disasters, 'Social Assistance Benefit for Poor People', and housing, marriage, education and health benefits. The SSF operates the country's largest cash assistance programme, the Basic Pension, which is a monthly grant for vulnerable and low-income families. 	CS SA
Social Security Fund	<p>The Fund oversees the implementation of contributory benefits such as pensions, invalidity insurance and one-off grants.</p> <p>Role in SP</p> <ul style="list-style-type: none"> The Fund currently provides old-age pensions, survivors' insurance, the Family Allowance, and total/partial invalidity insurance to all workers, including employees and self-employed workers, among other one-off grants and short-term benefits. 	SI
Marriage Support Fund	<p>The Fund is mandated to support couples wishing to marry without the financial means to do so.¹⁵⁷</p> <p>Role in SP</p> <ul style="list-style-type: none"> The Fund provides financial assistance (grant and loans) to support people to marry and find houses. 	SA



155. Art. 4 of Social Solidarity Law No. 20 (1998).

156. KII with the SSF on 3 August 2021.

157. Art. 2 of Council of Ministers Decree No. 119 on the Establishment of a Marriage Support Fund (2012).

Entity	Brief	SP component (SA, SI, CS, LM or IP)
Zakat Fund	<p>The Fund operates in a decentralised manner whereby committees are responsible for collecting and distributing <i>Zakat</i>. <i>Zakat</i> collected from one city is distributed to people in need in the same city. The central Fund also implements annual donation campaigns which target areas where committees do not receive many <i>Zakat</i> donations, and these are funded through the extra <i>Zakat</i> from the jurisdiction of committees which do receive a lot of donations (<i>Zakat</i> Fund 2021).</p> <p>Role in SP</p> <ul style="list-style-type: none"> The Fund operates 17 programmes, including recurrent and temporary cash and in-kind benefits, and training (see section 5 ‘Mapping of programmes’ for details). 	SA LM
General Authority for the Care of Families of Martyrs, Missing Persons and Amputees	<p>The General Authority is mandated to provide support to families of martyrs, missing persons and amputees who are in this situation due to the conflict.</p> <p>Role in SP</p> <ul style="list-style-type: none"> The Authority provides monthly cash assistance. The Authority provides benefits to complete studies abroad (in coordination with the Ministry of Education) and to perform the Hajj.¹⁵⁸ The Authority is also mandated to cover the cost of their health insurance.¹⁵⁹ 	SA
Public Health Insurance Fund	<p>The Fund is responsible for providing health insurance under a social insurance framework for all workers in Libya.</p> <p>Role in SP</p> <ul style="list-style-type: none"> Health insurance provider, although it is not currently operational. 	SI
Higher Committee for Children	<p>The Committee is responsible for developing policies and strategies related to childhood, supporting and coordinating the work of related civil society organisations, and revising legal frameworks concerning children.¹⁶⁰</p> <p>Role in SP</p> <ul style="list-style-type: none"> Drafting policies and setting the legal frameworks for all services concerning children, including protection. The Higher Committee for Children has a capacity-building programme in coordination with other entities (e.g. Ministry of Education). 	CS SA



158. KII with the General Authority for the Care of Families of Martyrs, Missing People and Amputees on 11 July 2021.

159. Art. 7 (5) of Decree No. 778 on the Organisational Structure of the Public Commission for the Care of Families of Martyrs, the Missing and Amputees (2019).

160. Art. 2 of Cabinet Decision No. 159 on the Establishment of the Higher Committee for Children.

Entity	Brief	SP component (SA, SI, CS, LM or IP)
National Economic and Social Development Board	The NESDB focuses on economic and social development and policy reform.	SA
	Role in SP	SI
	<ul style="list-style-type: none"> The NESDB is working towards the development of a roadmap to inform the preparation of the country's first SP policy. 	LM
		CS
National Committee for PWDs	The National Committee is responsible for planning care for PWDs.	CS
	Role in SP <ul style="list-style-type: none"> The National Committee suggests regulatory frameworks for service delivery, livelihood improvement, equal opportunity and integration of PWDs. 	SA LM
Higher Committee for the Care of PWDs	The Higher Committee was established to ensure the health, education and right to care of PWDs. ¹⁶¹	
	Role in SP	CS
	<ul style="list-style-type: none"> Providing financial and in-kind assistance to PWDs, loans, job opportunities in the private sector, and creating housing and productive projects to generate revenue to be spent on PWDs. Covering the cost of PWDs' education and memorising the Quran for them. 	SA LM
Centre for Social Research	The Centre oversees the implementation of studies on human development and poverty, and currently heads the committee developing the strategic plan for the MOSA (Centre for Social Research 2021).	CS
	Role in SP	IP
	<ul style="list-style-type: none"> The Centre conducted two evaluation studies: on Elwafaa Home for Elderly People and on a home for girls and boys.¹⁶² The Centre implemented a psychological support programme for IDPs. 	
Centre for Research and Actuarial Studies	The Centre is mandated to conduct actuarial studies but also carries out research in the area of social security generally.	SI
	Role in SP <ul style="list-style-type: none"> The Centre has conducted a study on characteristics of social security beneficiaries and their opinions on the services provided by the SSF.¹⁶³ 	IP
Primary Healthcare Foundation	The Foundation is responsible for the provision of primary health care services in Libya.	



161. Higher Committee for the Care of PWDs. n.d. "Goals of the Higher Committee." Higher Committee for the Care of PWDs Facebook page. Accessed 3 June 2022. See: <<https://www.facebook.com/-109303690830616>للجنة-العليا-لرعاية-المعاقين-بدولة-ليبيا>.

162. Date unknown; not publicly available.

163. Ibid.

Entity	Brief	SP component (SA, SI, CS, LM or IP)
Commission of Civil Society	The Commission is responsible for registering all national and foreign civil society organisations working in Libya, and publishing their performance indicators.	IP
Bureau of Statistics and Census	The Bureau is responsible for conducting general data collection on socio-economic characteristics of the population.	IP
Central Bank	The Central Bank plays a significant role in budget decision-making.	
General Authority for Information	The Authority is responsible for maintaining the databases of all the different government institutions.	IP
National Centre for Supporting Decision-Making	The Centre is affiliated with the Council of Ministers and responsible for supporting decision-making by collecting and analysing data and information, making predictions and preparing reports for decision makers, in addition to facilitating communication with government institutions at central and municipal level, and communities by conducting surveys, publishing media reports and organising events. ¹⁶⁴	IP
Committee on Sustainable Development	The Committee was formed by the Ministry of Planning in the Government of National Accord in 2018, and works under the supervision of the National Planning Institute. It is responsible for following up on the implementation of the 2030 Sustainable Development Goals.	IP

Note: SA = social assistance; SI = social insurance; CS = care services; LM = labour market; IP = information provider.
Source: NESDB et al. (unpublished).

8.2 ROLE OF INTERNATIONAL ACTORS IN THE SOCIAL PROTECTION SECTOR

Table 19. Role of international actors in the social protection sector

Entity	Direct or indirect role in SP	SP component (SA, SI, CS or LM)
Danish Refugee Council	<ul style="list-style-type: none"> • Providing direct (cash and in-kind) assistance to vulnerable, conflict-affected IDPs, host families, returnees, irregular migrants, refugees and asylum-seekers • Facilitating access to social services (e.g. health) and providing non-food assistance such as hygiene kits • Providing case management and psychosocial support (DRC 2021) • Distributing food and non-food items to IDPs 	SA
ICRC	<ul style="list-style-type: none"> • Rehabilitation of PWDs • Implementing water and sanitation projects • Supporting hospitals, primary health care clinics and physical rehabilitation centres (ICRC 2019). 	SA CS



164. See the official website at: <<https://www.npdc.gov.ly/>>.

Entity	Direct or indirect role in SP	SP component (SA, SI, CS or LM)
ILO	<ul style="list-style-type: none"> • Knowledge production in the area of social insurance • Ongoing labour market assessment 	SI
IOM	<ul style="list-style-type: none"> • Overseeing the Mixed Migration Working Group alongside the United Nations High Commissioner for Refugees (UNHCR), and providing health assistance, psychosocial support and humanitarian assistance to rescued migrants (IOM 2021a) 	LM
UNICEF	<ul style="list-style-type: none"> • In-kind assistance delivery through the Rapid Response Mechanism (UNICEF Libya 2020b) • Cash assistance projects through the Cash and Markets Working Group • In the health sector: maternal newborn and child health care and nutrition services for vulnerable populations through fixed or mobile facilities • In the education sector: rehabilitating schools, provision of non-formal education • Child protection, including psychosocial support and capacity-building of the social welfare workforce • Supporting the development of the Roadmap for Developing Social Protection Policy for Libya 	SA CS
UNDP	<ul style="list-style-type: none"> • Labour market assessment • Ongoing basic income assessment (with support from IPC-IG) • Implementing a first cash-for-work programme alongside the Danish Refugee Council (UNDP Libya 2020) 	SA SI LM
UNFPA	<ul style="list-style-type: none"> • Overseeing the working groups responsible for gender-based violence and sexual and reproductive health 	CS
UNHCR	<ul style="list-style-type: none"> • Leading the Cash and Markets Working Group, which supports IDPs, recently returned, host communities, refugees and migrants • Emergency food assistance to refugees in collaboration with the WFP • Health services for refugees and IDPs 	SA CS
REACH	<ul style="list-style-type: none"> • Multisectoral needs assessments and the Joint Market Monitoring Initiative (JMMI) • Providing up-to-date information to the actors providing cash-based aid in the country (REACH 2018) 	SA
WHO	<ul style="list-style-type: none"> • Scaling up primary health care services in conflict-affected areas 	
World Bank	<ul style="list-style-type: none"> • Ongoing safety nets assessment with the WFP, the Ministry of Planning, the MOSA and the SSF • Supporting implementation of the Household Livelihood, Poverty and Vulnerability Survey 2021 	SA



Entity	Direct or indirect role in SP	SP component (SA, SI, CS or LM)
WFP	<ul style="list-style-type: none"> • Providing general food assistance, as well as e-vouchers to vulnerable populations • Emergency food assistance to refugees in collaboration with UNHCR • Ongoing safety nets assessment with the World Bank, the Ministry of Planning, the MOSA and the SSF • Ongoing food security assessment, with the Food and Agriculture Organization of the United Nations (FAO) 	SA

Note: SA = social assistance; SI = social insurance; CS = care services; LM = labour market.

Source: NESDB et al. (unpublished).

REFERENCES

LAWS AND DECREES

Name in English (by date)	الاسم بالعربي
	General
Decree No. 1605 on the Reorganisation of the Commission for Civil Society (2018)	قرار المجلس الرئاسي لحكومة الوفاق الوطني رقم (1605) لسنة 2018 بإعادة تنظيم مفوضية المجتمع المدني وتقرير بعض الاحكام
Decree No. 410 on the Establishment of the Primary Healthcare Foundation (2018)	قرار المجلس الرئاسي الحكومي رقم (410) لسنة 2018 بإنشاء مؤسسة الرعاية الصحية الأولية
Decree No. 10 on the Establishment of General Authorities (2016)	قرار مجلس الوزراء رقم (10) لسنة 2016 بإنشاء هيئات عامة
Decree No. 11 on the Organisational Structure and Function of the Ministry of Health (2013)	قرار مجلس الوزراء رقم (11) لسنة (2013) بشأن اعتماد الهيكل التنظيمي واختصاصات وزارة الصحة وتنظيم جهازها الإداري
Decree No. 12 on the Establishment of a Civil Society Organisation Support Centre (2012)	قرار مجلس الوزراء رقم (12) لسنة (2012) بشأن انشاء مركز دعم منظمات المجتمع المدني
Decree No. 38 on the Organisational Structure and Function of the Ministry of Health (2012)	قرار مجلس الوزراء رقم (38) لسنة (2012) بإعتماد الهيكل التنظيمي واختصاصات وزارة الصحة وتنظيم جهازها الإداري
Decree No. 211 on the Executive Regulations of Private Education (2011)	قرار للجنة الشعبية العامة رقم (211) لسنة (2011) بإصدار لائحة تنظيم (التعليم الحر) الخاص
Constitutional Declaration (2011)	الإعلان الدستوري المؤقت 2011
Law No. 18 on Education (2010)	قانون رقم (18) لسنة (2010) بشأن التعليم
Law No. 13 on Social Security (1980)	قانون رقم 13 لسنة 1980 بشأن الضمان الاجتماعي
Law No. 53 on Social Insurance (1957)	قانون التأمين الاجتماعي رقم 53 لسنة 1957
Health Law No. 106 (1973)	قانون رقم (106) لسنة 1973 بإصدار القانون الصحي
Decree No. 654 on the Executive Regulations of the Health Law (1975)	قرار وزير الصحة رقم (654) لسنة 1975 بإصدار اللائحة التنفيذية لل قانون الصحي
Social assistance and care services	
Decree No. 1 on the Distribution of a Top-up for Basic Pension Beneficiaries (2021)	قرار مجلس وزراء حكومة الوحدة الوطنية رقم (1) لسنة 2021 بصرف مكافأة مالية لمستحقي المعاش الأساسي
Decree of Military General No. 26 (2020)	قرار القائد الأعلى للجيش الليبي رقم (26) لسنة 2020 بتقرير حكم
Presidency Council of the Government of National Accord Decree No. 564 (2020)	قرار المجلس الرئاسي لحكومة الوفاق رقم 564 لسنة 2020 بشأن تقرير حكم
Decree by the Management Committee of the General Authority for the Social Solidarity Fund No. 16 on the Distribution of a Financial Grant (2020)	قرار لجنة إدارة الهيئة العامة لصندوق التضامن الاجتماعي رقم (16) لسنة 2020 بشأن صرف منحة مالية
Decree No. 273 Amending Decree No. 41 (1990) on the Issuance of Executive Regulations for Designated Benefits for PWDs (2020)	قرار مجلس الوزراء رقم (273) لسنة 2020 بشأن تعديل لائحة تنظيم بعض المنافع المقررة للمعاقين بموجب القانون رقم 5 لسنة 1987 بشأن المعاقين والصادرة بقرار اللجنة الشعبية العامة سابقا رقم 41 لسنة 1990
Law No. 5 on the Establishment of a Marriage Support Fund (2019)	قانون رقم 5 لسنة 2019 بشأن إنشاء صندوق دعم الزواج
Decree No. 778 on the Organisational Structure of the Public Commission for the Care of Families of Martyrs, the Missing and Amputees (2019)	قرار المجلس الرئاسي لحكومة الوفاق الوطني رقم (778) لسنة 2019 بشأن اعتماد الهيكل التنظيمي للهيئة العامة لرعاية أسر الشهداء والمفقودين والمبتورين
Presidency Council of the Government of National Accord Decree No. 159 on the Establishment of a Higher Committee of Childhood (2018)	قرار المجلس الرئاسي لحكومة الوفاق الوطني رقم 159 لسنة 2018 بإنشاء اللجنة العليا للطفولة



Name in English (by date)	الاسم بالعربي
General	
House of Representatives Law No. 1 Amending Law No. 16 on the Basic Pension 1985 (2017)	قانون مجلس النواب رقم 1 لسنة 2017 بإضافة حكم إلى القانون رقم 16 لسنة 1985 بشأن المعاش الأساسي
Law No. 7 Amending Law No. 4 on Permanently Handicapped Individuals as a Result of the Liberation War (2015)	قانون رقم (7) لسنة 2015 بتعديل حكم في القانون رقم (4) لسنة (2013) الصادر في شأن تقرير بعض الأحكام المتعلقة بذوي الأعاقة المستديمة من مصابي حرب التحرير
Law No. 1 on the Care of Families of Martyrs, Missing Persons and Amputees due to the Revolution of 17 February (2014)	قانون رقم (1) لسنة 2014 بشأن رعاية أسر الشهداء والمفقودين بثورة 17 فبراير
Law No. 6 on the Children's Grant (2013)	قانون رقم 6 لسنة 2013 بشأن منحة الأولاد
Law No. 4 on Permanently Handicapped Individuals as a Result of the War (2013)	قانون رقم (4) لسنة 2013 في شأن تقرير بعض الاحكام المتعلقة بذوي الإعاقة المستديمة من مصابي حرب التحرير
Law No. 27 on the Wives and Children's Grant (2013)	قانون رقم 27 لسنة 2013 في شأن تقرير منحة للزوجة والأولاد
Cabinet Decree No. 184 on Compensation to Citizens in Cases of Crises and Natural Disasters (2012)	قرار مجلس الوزراء رقم 184 لسنة 2012 بشأن تعويض المواطنين في حالات الكوارث الطبيعية والنكبات
Cabinet Decree No. 120 on the Organisational Structure and Function of the Ministry of Social Affairs (2012)	قرار مجلس الوزراء رقم 120 لسنة 2012 باعتماد الهيكل التنظيمي واختصاصات وزارة الشؤون الاجتماعية وتنظيم جهازها الإداري
Cabinet Decree No. 49 on the Establishment of a Zakat Fund (2012)	قرار مجلس الوزراء رقم 49 لسنة 2012 بإنشاء صندوق زكاة
Cabinet Decree No. 119 on the Establishment of a Marriage Support Fund (2012)	قرار مجلس الوزراء رقم 119 لسنة 2012 بإنشاء صندوق دعم الزواج
Law No. 20 on the Social Care Fund (1428h)	قانون رقم 20 لسنة 1428 بشأن صندوق الرعاية الاجتماعية
Executive Regulations No. 5 for the Implementation of Law No. 13 on Zakat (2007)	قرار مؤتمر الشعب رقم 5 لسنة 2007 بشأن اللائحة التنفيذية لقانون الزكاة
Law No. 13 on Zakat (2006)	قانون الزكاة رقم 13 لسنة 2005 بشأن الزكاة
Decree No. 277 on Increasing the Basic Pension (2006)	قرار رقم 277 لسنة 2006 بزيادة قيمة المعاشات الأساسية
Decree No. 30 on Identifying Zakat Beneficiaries and its Distribution (2005)	قرار اللجنة الشعبية رقم 30 لسنة 2005 بشأن تحديد مستحقي الزكاة وبيان قواعدها صرف حصيلتها
Law No. 10 Amending Law No. 20 on the Social Care Fund for 1428h (1430h, 2000)	قانون رقم 10 لسنة 1430 بتعديل بعض أحكام القانون رقم 20 لسنة 1428 بشأن صندوق الرعاية الاجتماعية
Law No. 9 on the Protection of Childhood (1999)	قانون رقم 9 لسنة 1999 لحماية الطفولة
Law No. 12 Amending Law No. 13 on Social Security (1991)	قانون رقم 12 لسنة 1991 بشأن تقرير حقوق ومزايا لمن يفقدون حياتهم من العسكريين والمدنيين أثناء تأدية الواجب
Decree No 41 on the Issuance of Executive Regulations for Designated Benefits for PWDs Outlined by Law No. 5 on Persons with Disabilities (1987) (1991)	قرار اللجنة الشعبية العامة رقم 41 لسنة 1991 بإصدار لائحة تنظيم بعض المنافع المقررة للمعاقين بموجب القانون رقم 5 لسنة 1987 بشأن المعاقين
Law No. 5 on Persons with Disabilities (1987)	قانون رقم 5 لسنة 1987 بشأن المعاقين
Law No. 16 on the Basic Pension (1985)	قانون رقم 16 لسنة 1985 بشأن المعاش الأساسي
Law on Homeless Juveniles (1955)	قانون لسنة 1955 بشأن الأحداث المشردين
Social insurance and labour market	
Decree No. 448 on Certain Articles Pertaining to Social Security Salaries (2020)	قرار رقم مجلس وزراء حكومة الوحدة الوطنية رقم (448) لسنة 2021 بتقرير بعض الأحكام في شأن المعاشات الضمانية
Decree No. 530 on the Operational System of the Public Health Insurance Fund (2019)	قرار المجلس الرئاسي لحكومة الوفاق الوطني رقم (530) لسنة (2019) بإصدار النظام الأساسي لصندوق التأمين الصحي العام
Decree No. 531 on the Executive Regulations of the Health Insurance Law No. 20 (2019)	قرار المجلس الرئاسي لحكومة الوفاق الوطني رقم (531) لسنة (2019) بإصدار اللائحة التنفيذية للقانون رقم (20) لسنة 2010 بشأن نظام ال تأمين الصحي

Name in English (by date)	الاسم بالعربي
General	
Decree No. 854 on Establishing a Public Health Insurance Fund (2017)	قرار المجلس الرئاسي لحكومة الوفاق الوطني رقم (854) لسنة (2017) بشأن انشاء صندوق التأمين الصحي العام
Cabinet Decree No. 87 on the Organisational Structure and Function of the Ministry of Labour and Rehabilitation (2012)	قرار مجلس الوزراء رقم 87 لسنة 2012 باعتماد الهيكل التنظيمي واختصاصات وزارة العمل والتأهيل وتنظيم جهازها الإداري
Law No. 12 on Labour Relations (2010)	قانون رقم 12 لسنة 2010 بشأن إصدار قانون علاقات العمل
Decree No. 595 on the Issuance of the Executive Regulations of the Labour Relations Law (2010)	قرار اللجنة الشعبية العامة رقم 595 لسنة 2010 بشأن إصدار اللائحة التنفيذية لقانون علاقات العمل
Law No. 1 Amending Law No. 13 on Social Security (1991)	قانون رقم 1 لسنة 1991 بشأن تقرير بعض الأحكام الخاصة بالضمان الاجتماعي
Law No. 14 on Amending Law No. 13 on Social Security (1986)	قانون رقم 14 لسنة 1986 بتعديل أحكام قانون الضمان الاجتماعي
Law No. 8 on Amending Law No. 13 on Social Security (1985)	قانون رقم 8 لسنة 1985 بتعديل بعض أحكام قانون الضمان الاجتماعي
Decree No. 669 on the List of Social Security Benefits Regulations (1981)	قرار اللجنة الشعبية رقم 669 لسنة 1981 بشأن لائحة معاشات الضمان الاجتماعي
Law No. 22 on Amending Some Laws Pertaining to the Labour Relations Law and the Social Insurance Law (1971)	قانون رقم 22 لسنة 1971 بتعديل بعض أحكام قانون العمل وقانون التأمين الاجتماعي
Health Insurance Law No. 20 for 2010	قانون رقم (20) لسنة (2010) بشأن نظام التأمين الصحي

CITED LITERATURE

- Al-Ali, Zaid. 2020. *Libya's Final Draft Constitution: A Contextual Analysis*. Strömsborg, Sweden: Institute for Democracy and Electoral Assistance. <<https://bit.ly/3zxHJIU>>. Accessed 3 June 2022.
- Al-Bayan. 2008. "ليبيا تعلن تحرير الأجور دون سقف محدد." *Al-Bayan*, 25 January. <<https://www.albayan.ae/economy/2008-01-25-1.611544>>. Accessed 3 June 2022.
- Al-Jazeera. 2021. "Libya's Parliament Passes No-Confidence Vote in Unity Government." *Al-Jazeera*, 9 September. <<https://bit.ly/3mtcssJ>>. Accessed 3 June 2022.
- Al-Khmeisi, Ahmad. 2021. "غياب السيطرة الحكومية على 'بورصة الدواء' في ليبيا وسط تصاعد الأسعار." *Al-Araby*. <<https://bit.ly/3zr0aZM>>. Accessed 3 June 2022.
- Al-Quds. 2010. "برنامج توزيع الثروة: أكثر من 230 ألف أسرة ليبية تستفيد من محافظ استثمارية بقيمة تفوق ٨ مليارات دولار." *Al-Quds*, 19 September. <<https://bit.ly/3NWFTis>>. Accessed 3 June 2022.
- Al-Tureiki, Tareq. 2018. "Basic Pension in Libya: Establishment, Development, Characteristics, Importance and Objectives." *Sabratha University Scientific Journal* 4: 119–140.
- Araar, Abdelkrim, Nada Choueiri, and Paolo Verme. 2015. "The Quest for Subsidy Reforms in Libya." *Policy Research Working Paper*, No. 7225. Washington, DC: World Bank. <<https://openknowledge.worldbank.org/handle/10986/21673>>. Accessed 3 June 2022.
- BSC. 2016. *Household Survey to Assess Family Needs*. Tripoli: Bureau of Statistics and Census. <http://bsc.ly/?P=5&sec_Id=26&dep_Id=6>. Accessed 3 June 2022.
- BSC. 2020. "مصلحة الإحصاء والتعداد ليبيا." Bureau of Statistics and Census website. <<https://bsc.ly/?P=0#b144>>. Accessed 3 June 2022.
- Centre for Social Research. 2021. "مركز الدراسات الاجتماعية بوزارة الشؤون الاجتماعية." Centre for Social Research Facebook page. <https://web.facebook.com/permalink.php?story_fbid=1057837841384230&id=113531489148208>. Accessed 3 June 2022.
- DRC. 2021. "Libya." Danish Refugee Council website. <<https://drc.ngo/our-work/where-we-work/north-africa/libya/>>. Accessed 3 June 2022.
- ESCWA. 2021. *The Economic Cost of the Libyan Conflict*. Beirut: Economic Commission for Western Asia. <<https://reliefweb.int/sites/reliefweb.int/files/resources/economic-cost-libyan-conflict-english.pdf>>. Accessed 3 June 2022.
- Espeut, Donna, Narine Aslanyan, Ibrahim Farah, Erica Aizzi, Anna Ressler, and Remy Pigois. forthcoming. "A Future for All Children in Libya: Education Reforms in the Context of Impacts for Conflict, Mix-Migration and COVID-19 on a Fragile System." *Libya: The Cost of the War and Challenges on the Path toward Peace*. Washington, DC: World Bank.
- Eyad, Lamees. 2021. "Education in Libya Is Free but Inaccessible." Friedrich Ebert Stiftung blog. <<https://mena.fes.de/blog/e/education-in-libya-is-free-but-inaccessible>>. Accessed 3 June 2022.
- GCPEA. 2016. "Libya Conflict Keeps 279,000 Children out of School." Global Coalition to Protect Education from Attack website. <<https://protectingeducation.org/news/libya-conflict-keeps-279000-children-out-of-school/>>. Accessed 3 June 2022.
- General Mufti of Libya. 2018. "دفع الزكاة لنازي درنة – دار الإفتاء الليبية." Dar Al-Ifta Libya website. <<https://bit.ly/3NOtwpn>>. Accessed 3 June 2022.

- Health Cluster Libya. 2020. *Annual Report: Health Sector Libya*. Tripoli: Health Cluster Libya. <<https://t.ly/Ud3Q>>. Accessed 3 June 2022.
- ICG. 2021. "Libya Turns the Page." *Middle East and North Africa Report*, No. 222. Brussels: International Crisis Group. <<https://www.crisisgroup.org/middle-east-north-africa/north-africa/libya/222-libya-turns-page>>. Accessed 3 June 2022.
- ICRC. 2019. *Libya Facts and Figures 2019*. Geneva: International Committee of the Red Cross. <https://www.icrc.org/en/download/file/114451/libya_facts_figures_english_2019_hr_005.pdf>. Accessed 3 June 2022.
- ILO. 2021. *World Social Protection Report 2020–2022: Social Protection in the Crossroads—in Pursuit of a Better Future*. Geneva: International Labour Organization. <<https://bit.ly/3xysEiY>>. Accessed 3 June 2022.
- Imneina, Abeir, and Omelez Alfarsi. 2020. *Social Security Laws in Libya: A Gender-Based Perspective*. Benghazi: Friedrich-Ebert-Stiftung. <<https://bit.ly/3tmtFYA>>. Accessed 3 June 2022.
- IOM. 2021a. "About Us: IOM Libya Office." International Organization for Migration Libya Office website. <<https://libya.iom.int/about-us>>. Accessed 3 June 2022.
- IOM. 2021b. *Labour Market Assessment Libya: Macro-Economic Assessment and Skills Gaps Assessment—Final Report*. Tunis: International Organization for Migration. <<https://bit.ly/3QcPQdB>>. Accessed 3 June 2022.
- IOM. 2021c. "Libya—Displacement." International Organization for Migration Libya website. <<https://displacement.iom.int/libya>>. Accessed 3 June 2022.
- IPC-IG and UNDP Libya. forthcoming. *A Temporary Basic Income Model for Libya*. Brasília and Tripoli: International Policy Centre for Inclusive Growth and United Nations Development Programme Libya Country Office.
- Jawad, Rana. 2014. "Social Protection in the Arab Region: Emerging Trends and Recommendations for Future Social Policy." *Arab Human Development Report Research Paper*. New York: United Nations Development Programme. <<http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.650.9484&rep=rep1&type=pdf>>. Accessed 3 June 2022.
- Karpati, Julia, and Chris de Neubourg. 2020. *Multi-Dimensional Child Deprivation in Libya—Education a Life Cycle Approach*. Tripoli: UNICEF Libya, Libya Ministry of Planning, National Economic and Social Development Board, and National Bureau of Statistics and Census.
- Libya Akhbar. 2021. "2021 البوسيفي يكشف تفاصيل منحة الزوجة والاولاد عن الربع الثاني من 2021." Libya Akhbar blog, 15 October. <<https://bit.ly/3MysoVk>>. Accessed 3 June 2022.
- Libyan Express. 2021. "Agreement Reached to Refer the Wife's and Children's Grants to the Banks This Week." *Libyan Express*, 5 May. <<https://bit.ly/3NAP0un>>. Accessed 3 June 2022.
- LOOPS. 2015. *Subsidy Policies*. Tripoli and Istanbul: Libyan Organisation of Policies and Strategies. <<https://loopsresearch.org/projects/view/21/?lang=ara>>. Accessed 3 June 2022.
- LOOPS. 2016. *Evaluating the Performance of the Ministry of Social Affairs in Libya*. Tripoli and Istanbul: Libyan Organisation of Policies and Strategies.
- Ministry of Economy and Trading. n.d. "وزارة الاقتصاد والصناعة." Ministry of Economy and Trading website. <<https://economy.gov.ly/>>. Accessed 3 June 2022.

- Ministry of Finance in the Government of National Unity. 2022. "Summary of Governmental Expenditure in 2021." Ministry of Finance Facebook page. <<https://www.facebook.com/photo/?fbid=4829549040440652&set=pb.100064633841944.-2207520000>>. Accessed 3 June 2022.
- Ministry of Health. 2018. *Annual Statistical Report 2018*. Tripoli: Ministry of Health. <<https://bit.ly/3HaYqFJ>>. Accessed 3 June 2022.
- Ministry of Housing and Building. n.d. "وزارة الإسكان والتعمير-ليبيا." Ministry of Housing and Building Facebook page. <<https://bit.ly/3Q8FOdB>>. Accessed 3 June 2022.
- Ministry of Labour and Rehabilitation. 2021. "مدربي المركز الليبي الكوري يشاركون التدريب بمركز دعم المرأة." Ministry of Labour and Rehabilitation website. <<https://bit.ly/3H5mNod>>. Accessed 3 June 2022.
- National SME Programme. 2021. "من نحن؟ – البرنامج الوطني للمشروعات الصغرى والمتوسطة." National SME Programme website. <<https://bit.ly/3H0Q0kh>>. Accessed 3 June 2022.
- NESDB, IPC-IG, UNICEF, and UNDP. unpublished. "Roadmap for the Development of Libya's Social Protection Policy."
- Rahman, Aminur, and Michele Di Maio. 2020. "The Private Sector amid Conflict: The Case of Libya." *International Development in Focus*. Washington, DC: World Bank. <<https://doi.org/10.1596/978-1-4648-1644-4>>.
- REACH. 2018. "Libya—Country Overview." REACH website, 20 July. Accessed 3 June 2022. <<https://www.reach-initiative.org/where-we-work/libya/>>. Accessed 3 June 2022.
- REACH. 2021. *Multi-Sector Needs Assessment: Refugee and Migrant Population*. Tripoli: REACH and United Nations High Commissioner for Refugees. <https://reliefweb.int/sites/reliefweb.int/files/resources/LBY2001b_MRMSNA2020_Report_May2021.pdf>. Accessed 3 June 2022.
- Social Security Fund. n.d. "دفع الإشتراكات الضمانية | صندوق الضمان الاجتماعي – ليبيا." Social Security Fund website. <https://ssf.gov.ly/?page_id=654>. Accessed 3 June 2022.
- Social Solidarity Fund. 2021. "الهيئة العامة لصندوق التضامن الإجتماعي (4)." Social Solidarity Fund Facebook page. <<https://www.facebook.com/tadamonly/posts/6111181108907646>>. Accessed 3 June 2022.
- Social Solidarity Fund. n.d. "خدمات." Social Solidarity Fund website. <<https://tadamon.gov.ly/docfile>>. Accessed 3 June 2022.
- Tadamon. 2021a. "إدارة التنمية الاجتماعية." Tadamon website. <<https://bit.ly/3xeqiEk>>. Accessed 3 June 2022.
- Tadamon. 2021b. "إدارة المؤسسات الاجتماعية." Tadamon website. <<https://bit.ly/3tmukt2>>. Accessed 3 June 2022.
- Tadamon. 2021c. "إدارة شؤون المعاقين – الهيئة العامة لصندوق التضامن الاجتماعي (4)." Tadamon website. <<https://bit.ly/3922hrZ>>. Accessed 3 June 2022.
- Tadamon. 2021d. "خدمات." Tadamon website. <<https://tadamon.gov.ly/docfile>>. Accessed 3 June 2022.
- UNDP. 2021. *Libya Labour Market Assessment*. Tripoli: United Nations Development Programme. <<https://www.ly.undp.org/content/libya/en/home/library/Sustainabledevelopment/Labour-Market-Assessment.html>>. Accessed 3 June 2022.

- UNDP Libya. 2020. "First 'Cash for Work' Initiative in Libya Launched in Abu Salim." United Nations Development Programme website. <<https://bit.ly/39h34FF>>. Accessed 3 June 2022.
- UNHCR Libya. 2021. "Libya." *Fact Sheet*. Geneva: United Nations High Commissioner for Refugees. <<https://reliefweb.int/sites/reliefweb.int/files/resources/UNHCR%20Libya%20Factsheet%20-%20April%202021.pdf>>. Accessed 3 June 2022.
- UNICEF Libya. 2020a. *Country Office Annual Report 2020*. Tripoli: UNICEF Libya. <<https://www.unicef.org/media/100371/file/Libya-2020-COAR.pdf>>. Accessed 3 June 2022.
- UNICEF Libya. 2020b. *Humanitarian Action for Children Libya*. Tripoli: UNICEF Libya. <<https://www.unicef.org/media/76846/file/2020-HAC-Libya-revised-3.30.pdf>>. Accessed 3 June 2022.
- WHO. 2018. *Libya Health Systems Profile*. Geneva: World Health Organization. <<https://rho.emro.who.int/sites/default/files/Profiles-briefs-files/LBY-Health-System-Profiles-2018.pdf>>. Accessed 3 June 2022.
- Wintour, Patrick. 2021. "Libya: Plan for Presidential Election on 24 December Close to Collapse." *The Guardian*, 12 December. <<https://www.theguardian.com/world/2021/dec/12/libya-plan-for-presidential-election-on-24-december-close-to-collapse>>. Accessed 3 June 2022.
- World Bank. 2021a. *Libya Economic Monitor*. Washington, DC: World Bank Group. <<https://bit.ly/3Mxv59q>>. Accessed 3 June 2022.
- World Bank. 2021b. *Libya Economic Monitor—Spring 2021*. Washington, DC World Bank. <<https://thedocs.worldbank.org/en/doc/3d3cd163628175d3add84db3c707eaa5-0280012021/original/ENG-Libya-Economic-Monitor.pdf>>. Accessed 3 June 2022.
- World Bank. 2021c. "World Development Indicators DataBank." World Bank website. <<https://databank.worldbank.org/reports.aspx?source=world-development-indicators>>. Accessed 3 June 2022.
- World Bank Group and World Food Programme. unpublished. "An Assessment of the Social Assistance Programs and Delivery in Libya."
- World Bank, WFP, UNICEF, and IPC-IG. forthcoming. *State of Social Assistance in Libya: Review of Current Programs and Their Role in Responding to Crises*.
- Zakat Fund. 2021. *Submission to World Bank and the World Food Programme CODI Project*. Tripoli: Zakat Fund.



International Policy Centre for Inclusive Growth (IPC-IG)

SEPS 702/902, Centro Empresarial Brasília 50, Torre B — Asa Sul
70.390-025 Brasília/DF, Brazil +55 61 2105 5000

