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Draft country programme document of short duration***

Libya

Summary

The draft country programme document (CPD) for Libya is presented to the Executive Board for discussion and comments. The Executive Board is requested to approve the aggregate indicative budget of \$1,500,000 from regular resources, subject to the availability of funds, and \$7,000,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2013 to 2014.

* Reissued for technical reasons on 14 August 2012.

** E/ICEF/2012/15.

*** In accordance with Executive Board decision 2006/19, the present document will be revised and posted on the UNICEF website, along with the results matrix, no later than six weeks after discussion of the CPD at the 2012 second regular session of the Executive Board. The revised CPD will then be presented to the Executive Board for approval at the first regular session of 2013.



Summary of the situation of children and women

1. Libya is in the midst of a historic political, economic and social transition following the overthrow of the previous government in 2011. Prior to the conflict, Libya was recognized as an upper-middle-income country. It had made good economic and social progress in the last several decades, benefiting both children and women. In 2009, the country ranked 55 out of 182 countries on the Human Development Index, and it was reportedly on track to achieve many of the Millennium Development Goal targets. There was a lack of disaggregated data, however, and limited information on disparities.

2. Moreover, as of early 2012, the full extent of the damage and impact of the 2011 conflict had not yet been fully assessed, particularly in terms of infrastructure and delivery of basic services and systems, specifically health and education. Information was also lacking on socioeconomic vulnerabilities as well as the effectiveness and sustainability of the large-scale public subsidies provided under the previous regime, including heavy subsidies on food and energy commodities. The Libya Flash Appeal 2011 reported an estimated 2.5 million migrant workers during the previous regime; an estimated 1 million of these workers left the country during the upheaval. This has resulted in substantial human resource gaps in social service sectors, and state institutions need strengthening.

3. Libya has a young population; approximately one third of its estimated 5.7 million people are under the age of 18. The former government had provided free comprehensive health care to its citizens, leading to improvements in child and maternal health in the last decade. Major gains have been made in reducing under-five child mortality rates, down from 47 per 1,000 live births in 1990 to 17 per 1,000 live births in 2010.¹ It is believed that neonatal mortality, which had not declined significantly, was a major component of infant mortality. The conflict resulted in structural damage to the health sector and significant disruption in the availability and distribution of staff and medical supplies.

4. Early childhood development and pre-primary education need attention: the 2011 Global Monitoring Report of the United Nations Educational, Scientific and Cultural Organization (UNESCO) noted that the 1999 gross enrolment ratio in pre-primary education was just 5 per cent for both girls and boys. Routine data from the Ministry of Education suggest good progress in access to basic education but with gaps in quality. During the 2011 conflict, around 40 per cent of schools were damaged or used for military or humanitarian purposes.²

5. The country lacks comprehensive and disaggregated data on key child protection issues, including violence and abuse against children, child labour and exploitation, birth registration, children in contact with the law and migrant children. Institutional capacities to address these issues are also lacking. For example in Sirte, a city severely affected by the conflict, the Department of Social Affairs has a cadre of 47, but only 25 positions were filled as of March 2012, and only 4 of them were social workers.

¹ UNICEF, *State of the World's Children*, 2012.

² Preliminary results of the Nationwide School Assessment 2011-2012; implemented by the Ministry of Education, UNICEF, and the Agency for Technical Cooperation and Development (ACTED).

6. A review of juvenile justice legislation by the Ministry of Justice in 2008 revealed the need to ensure more coherent and integrated application of the laws. A draft Children's Act was under discussion in the Libyan Parliament in late 2010, but it has not yet been approved. Libya has ratified 12 international conventions and treaties, including the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. Libya submitted its third and fourth combined periodic reports to the Committee on the Rights of the Child in 2009, and the discussion on them is scheduled for 2013. Upon accession to the Convention in 1993, Libya established the High Committee for Childhood, which was mandated to oversee the welfare of children. In 2007, it was annexed to the Department of Family and Childhood in the Ministry of Social Affairs. The Ministry is currently re-establishing, with UNICEF technical support, the High Committee for Childhood, and is seeking to amend and update the combined periodic reports already submitted to the Committee on the Rights of the Child.

7. The conflict in 2011 killed or maimed a number of children and left many areas heavily contaminated by explosive remnants of war.³ Small arms and light weapons are widespread; children continue to be killed and injured by their widespread use. Of the estimated 70,000 people internally displaced by the conflict, approximately 20,000 are children, many of whom are not attending school. Although the conflict is officially over, sporadic outbreaks of violence have continued to plague Libya as of early 2012, creating localized humanitarian needs, affecting mostly ethnic minorities in and around the cities of Kufra, Sabha and Ghadames.

8. Over the past decades, working women in Libya gained the right to maternity leave and employer-provided child-care centres. Article 91 of the Law on Work states that there should be no salary discrimination between men and women if both are qualified for the same job. In 1984, a Family Law was passed. While at least parts of the legal framework are quite progressive regarding women's rights, much more must be learned and understood about gender-related inequalities and violence and their links to social norms and practices.

The country programme, 2013 to 2014

Summary budget table

| <i>Programme components</i> | <i>(In thousands of United States dollars)</i> | | |
|--|--|------------------------|--------------|
| | <i>Regular resources</i> | <i>Other resources</i> | <i>Total</i> |
| Knowledge generation and monitoring for fulfilment of children's and adolescents' rights | 350 | 1 600 | 1 950 |
| Sector policies for delivery of quality social services | 1 000 | 4 700 | 5 700 |
| Cross-sectoral | 150 | 700 | 850 |
| Total | 1 500 | 7 000 | 8 500 |

³ UNMAS/JMACT (Joint Mine Action Coordination Team)-Libya, Mine Action Appeal, 2012.

Reasons for the short-duration CPD submission

9. UNICEF was present in Libya from 1994 to 2005 and since then has supported the country as a non-resident agency. Through its response to the 2011 humanitarian emergency, UNICEF addressed critical needs of children and adolescents, especially in water and sanitation, psychosocial counselling, monitoring child rights violations and education. This humanitarian response was provided in close coordination with the United Nations Humanitarian Country Team and was delivered initially from the UNICEF regional office for the Middle East and North Africa in Jordan as well as from UNICEF country offices in Egypt and Tunisia. The focus then shifted to delivering support within Libya itself. This was coordinated first from Benghazi and later from Tripoli, managed through the regional office. A full-fledged office was established in April 2012 with the appointment of a country director.

10. In high-level meetings in Paris and New York in September 2011, representatives of the country's temporary governing body, the National Transitional Council, presented a vision for restoring normalcy in Libya. One of its goals was the assurance of people's well-being through the adequate and equitable provision of basic services. On 23 October 2011, the National Transitional Council declared Libya liberated. In late November 2011, a provisional Council of Ministers was formed to prepare the country for elections and a transition towards the rule of law and a democratic political system. The interim cabinet identified the Government's immediate priorities as public security, stability, payment of salaries in arrears to public sector workers and provision of basic services, including education.

11. Under the road map for the transition period, the interim government's plans call for transferring power to an elected assembly by mid-2012, following the election scheduled for July 2012. After this, a new prime minister is to be nominated, a constitution drafted and a referendum held on the new constitution, leading to general elections in 2013. The United Nations Support Mission in Libya and the United Nations country team are supporting the Libyan authorities during this transitional period. The government's medium-term priorities include capacity building for public service administrators in sector reform and planning, enhancing technical expertise in line ministries and developing sound legislation and laws.

12. Within the framework of the 1994 Letter of Understanding and the 2005 Basic Cooperation Agreement between UNICEF and the government, regular consultations restarted in September 2011 on the evolving partnership between the new Libyan authorities and UNICEF. These focused on the priorities of the line ministries and stakeholders at subnational level. Effective relations have been built particularly in the planning, education and social welfare sectors. Given the need for better social statistics to inform planning and for more data and information on the situation of children and adolescents, the 2013-2014 country programme aims to support the transition from a humanitarian intervention towards a medium-term development programme, anticipated to be initiated in 2015. A short-term CPD for the period 2013 to 2014 is proposed in response to the Government's request, and is based on the Government's priorities and on the United Nations' strategic framework to support the Government in achieving its objectives.

Programme components, results and strategies

13. The overall objective of the 2013-2014 country programme of cooperation is to support the Government of Libya in the short term as it evolves beyond the

current humanitarian context and to initiate the process of incorporating the rights of children and adolescents into the national transition and initial reform agenda. The programme will seek to assist the Government in strengthening the realization of children's rights by positioning them at the centre of national and subnational policies, programmes and budgets. It will pay particular attention, in close coordination with government authorities, to mapping and proposing effective solutions to address vulnerabilities as the essential contribution to achieving the Millennium Development Goals with equity and building a cohesive and inclusive society that will eventually offer equal opportunities to all Libyan children. Within this context and based on the sectoral mandates of other development partners, UNICEF priorities are knowledge management and social policies as well as education and child protection policies.

14. The programme has two components: (a) knowledge generation and monitoring for fulfilment of children's and adolescents' rights; and (b) sector policies for delivery of quality social services. These components will contribute to the following strategic results by the end of 2014:

(a) National capacities for data gathering and management of evidence-based, child-focused social policy, planning and budgeting are enhanced with an equity focus;

(b) Standards and systems are developed for reforms and policies directed at early childhood development and inclusive, quality basic education, with an emphasis on the most vulnerable children;

(c) Legislation and child protection systems are developed and reflected in policies.

15. Additional responses demanded by localized humanitarian crises will be integrated into these results.

16. Using a human rights-based approach, the country programme include the following strategies: (a) enhancement of national institutional capacities to formulate child-friendly social policies; (b) collaboration with centres of excellence for knowledge generation and knowledge management as a basis for evidence-based advocacy and communication for development; (c) documentation, dissemination and exchange of good practices through North-South and South-South cooperation; and (d) capacity development for disaster risk reduction and emergency preparedness and response.

Programme components

17. **Knowledge generation and monitoring for fulfilment of children's and adolescents' rights.** This component will support the Government to address inequities and disparities in access to essential social services, especially those affecting children. To strengthen the evidence base for the required actions, this component aims to enhance national capacities to collect, analyse and disseminate disaggregated data and to monitor and assess the effectiveness of social protection systems, producing the evidence to formulate effective policies. Innovative approaches to social protection and improved budgeting for children will be emphasized. The programme will contribute to analysis of institutional responsibilities and increased resources and incentive mechanisms essential for realizing the rights of children and adolescents in Libya.

18. Results from this component will support the Ministry of Planning, in coordination with social sector ministries and development partners, to update social indicators through a comprehensive nationwide household survey. It will also support surveys covering specific topics such as knowledge, attitudes, behaviours and practices of adolescents (aged 10 to 18). These results will be achieved through targeted consultations, partnership mapping and capacity building. Systemic reviews will be conducted in 2013 and 2014.

19. **Sector policies for delivery of quality social services.** This component aims at strengthening government capacity and advocating for increased resource allocation for the delivery of quality social services while influencing policies at national level. Emphasis will be given to young children, marginalized ethnic groups, displaced children and girls, boys and adolescents with special needs or disabilities.

20. *A subcomponent on education* will support the development of national standards and systems that translate into inclusive sector plans and policies for improving administration and accountability. It will focus on strengthening the education management information system through data use for sector reform planning and in monitoring the implementation of inclusive education policies for children and adolescents. UNICEF will support technical assistance, policy dialogue and advocacy to enhance child-friendly early childhood practices by institutions and parents. It will also support improvements to teaching and learning in basic education. UNICEF will also assist in preparing a curriculum framework, strengthening pre-service and in-service teacher training, and establishing quality assurance mechanisms. Strategies include institutional capacity building, communication for development, partnership strengthening and facilitation of international networking for exchange of good practices.

21. *A subcomponent on child protection* will support the Government to improve its child protection legislation and policy frameworks. It will also aid strengthening of child protection systems and response to violence against children and adolescents, including armed conflict. The subcomponent will emphasize research into key social and cultural norms that harm children; mapping of formal child protection mechanisms, systems and capacities within the judiciary, police and social sectors and initiation of a process to align national legislation with international standards. Advocacy, institutional capacity development, engagement with civil society and child participation will be critical strategies to achieve these results. Mechanisms such as the High Council for Childhood will be supported to ensure consistent national intersectoral monitoring and reporting on the fulfilment of children's and adolescents' rights.

22. These two sub-components will support humanitarian and recovery-related actions aimed at strengthening delivery of social services to affected children during and after localized emergencies. National and local counterparts will be supported through capacity building and service delivery for preparedness and response. Coordination mechanisms will also be enhanced for emergency response and recovery for children.

23. **Cross-sectoral.** This component will cover effective, efficient and integrated management and coordination of the country programme. This component will also provide technical support for gender equality and communication.

Relationship to international priorities

24. The Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child are the guiding principles of the country programme. The Millennium Declaration, Millennium Development Goals and A World Fit for Children outcome document have also guided the programme design, strategies and planned results. The proposed programme component results contribute to the focus areas 1, 2, 4, and 5 of the UNICEF medium-term strategic plan.

25. While the ultimate long-term vision is fulfilment of the rights of all girls and boys in Libya in full accordance with the Convention on the Rights of the Child and its Optional Protocols, the country programme has been built around the national priorities identified by the interim Government and the road map for the transitional period.

Major partnerships

26. The main UNICEF counterpart will be the Ministry of Planning. UNICEF will also work closely with the ministries of Education, Social Affairs, Justice, Interior, Defence and Finance; the Bureau of National Statistics; and academic bodies and research institutes. Engagement with the emerging civil society sector and non-governmental organizations and promotion of their participation in the ongoing national transition and reform processes will be a key partnership strategy. Collaboration with other United Nations agencies and other development partners — including international non-governmental organizations, faith-based groups, academia, the private sector and the media — will be important for coherent, coordinated programme implementation, advocacy and resource mobilization.

27. UNICEF will work to increase aid effectiveness through technical assistance to government-led sector coordination mechanisms. UNICEF will also improve harmonization of programme delivery through joint programming among United Nations agencies, which are developing a framework of support to the Government in five strategic areas, which UNICEF will co-lead with the agencies indicated: social services (with the World Health Organization); public administration and governance, and justice and rule of law (with the United Nations Development Programme); economic recovery (with the World Bank); and culture and tourism (with UNESCO).

Monitoring, evaluation and programme management

28. The Ministry of Foreign Affairs and the Ministry of Planning will be responsible for coordination, monitoring and evaluation of this programme of cooperation. The Government and UNICEF will collaborate on a joint review of the performance and results of this short-duration programme at the end of 2013. An Integrated Monitoring and Evaluation Plan, to be developed by the Government and UNICEF, will specify the jointly agreed studies, surveys and evaluations to be undertaken during the country programme.