Shelter NFI Sector Libya
ShelterCluster.org
Coordinating Humanitarian Shelter

SHELTER AND NON-FOOD ITEMS SECTOR

LIBYA

Strategic Operational Framework (SOF) 2021 - 2022

Version 1: September 2021

CONTENTS

THIS IS VERSION 3.0. UPDATED FROM V2.0 TO INCLUDE REVISED SECTIONS 2.0 & 3.0 AND ANNEXES A, B & C - TO BE IN LINE WITH THE REVISED HRP AND NEW HNO

1 Introduction

1.1 Strategy Document

This Strategic Operational Framework (SOF) has been endorsed by the Strategic Advisory Group (SAG). It brings together various Sector related materials into a single resource providing an overview of the Sector's work in Libya. The document builds upon:

- 2022 HRP – SNFI section (See Annex A)
- 2022 HNO – SNFI section (See Annex B)
- Sector Strategy in Global Cluster Format. HERE
- Sector workplan
- Key published resources found at the Sector's website. HERE
- Terms of Reference for the SAG – HERE.

1.2 Leadership and Structure

The Sector is led by UNHCR and co-coordinated by NRC.

The Strategic Advisory Group consists of UNHCR, NRC, DRC and IOM. As per the SAG's ToR – HERE – in August 2021, the current members committed to serve for another year and the membership was opened for new partners. No new partners expressed interest to join.

Technical Working Groups (TWiGs) and task forces meet for time-bound, output orientated workstreams as prioritised by the SAG.

On the 2nd Wednesday at each month, the Sector convenes its monthly Partner and Stakeholder meeting to share updates, review key issues and receive relevant information and consultations from other stakeholders. All minutes and presentations since June 2020 can be found on our website, HERE. There is continuous contact and exchanges with the SAG members (for document review and endorsement) and formal meetings are held when needed, usually once every two-months.

1.3 Coordination Team

Coordinator (UNHCR) Richard Evans evans@unhcr.org, +216 58 168 854	Co-coordinator (NRC Norwegian Refugee Council) Zaid Al Jabari zaid.aljabari@nrc.no, +218 91 614 4193
Information Management Officer (UNHCR) Awat Salih salihaw@unhcr.org	Senior Interpreter Assistant (UNHCR) Ali Abdullatif abdullat@unhcr.org

2 Situation

2.1 Historical Context

Libya struggles to cope with the effects of ongoing armed conflict, economic and governance crises, and the direct and indirect impact of COVID-19 that has resulted in the deterioration of public services and people's livelihoods. For those still internally displaced since the 2011 conflict or looking to return, the lack of essential household items and adequate housing is a major issue and blockage to attain a durable solution. For those seeking asylum, a new economic opportunities or access to Europe, face extreme difficulties in meeting basic needs and finding adequate accommodation.

Significant damage to homes, particularly in urban areas, and high displacement has increased the demand for safe accommodation, adding pressure on their availability and affordability. This has resulted in many people living in sub-standard or overcrowded housing, compromising people's standard of living, increasing protection and health-related risks. A safe and dignified home is the foundation for recovery and a durable solution.

Many vulnerable households need different essential household items. These include mattresses, blankets, cooksets, water storage containers, cooking fuel and heating systems. The sector defines an array of different kits for different needs and phases of displacement. Due to liquidity crisis and significant challenges in the use of cash, in-kind continues to be the dominate modality.

The conflict, combined with lack of income and increased needs due to COVID-19, necessitates the urgent repair and upgrade of community buildings and key infrastructure. Needs range from repair of schools to upgraded health facilities to community spaces to aid social cohesion.

2.2 2022 Context

For refugees, migrants and those seeking asylum, 20% are in need of shelter support or support with NFI in 2022. They face continued barriers in accessing the private rental market and what they can rent is often below standard. A lack of security of tenure not only exposes them to arbitrary eviction, but also rental increases and harassment.

In 2022, some 397,000 people are estimated to need shelter and NFI items. This is a 6% increase in the number compared to 2021, with the most significant increase among the returnee population.

Although there is slight increase in the overall people in need of shelter support and NFI assistance (6 %), a marked increase was noted for IDPs and migrants. Of the total remaining IDPs, 22,680 people live in sub-standard inadequate housing require technical and financial support to improve their housing conditions. In addition, some 20,000 people are considered most vulnerable as they remain living in informal sites without access to adequate services and houses.

Improving security conditions have permitted more displaced people to return to their area of origins, creating new needs over the past 12 months. Once home, 88 % live in their original homes, which increases demands for materials and services for housing repair and replacement of essential household items. Lack of assistance in the form of compensation from the Government, and the deteriorated infrastructure pose several challenges for returnees, as the former housing benefit has yet to be reinstated.

2.3 2022 Achievements in Numbers

- In 2021, the Cluster supported 146,817 beneficiaries across all groups with Shelter and NFI support against a target of 110,948 IDPs, which represents 32% more than the target.

- In 2021, the Cluster supported 120,244 with NFI assistance and 1,686 were assisted with shelter support and 24,887 benefitted from improved infrastructure and public buildings.

- In 2021, the Cluster supported 63,059 IDPs, 34,068 migrants, 10,767 non-displaced (host), 31,718 refugees and 7,205 returnees.

2.4 Mid-Year 2021 Review

Since June 2020 we have seen more and more IDPs renting (up from 59% to 76%), the majority of these have moved out from host families (down from 24% to 12%) or from public buildings (6% to just 3%). When combined with the significant drop in IDPs over the last year (majority return to their homes they own), the data supports a picture of improving access to adequate housing. (DTM RN29 vs RN35)

Increasing stability has resulted in more returns and movement of IDPs from informal sites. Much of this movement has been voluntary, however there has been an increase of displacement due to forced evictions from informal sites. The highest profile of these evictions has been from the Naval Academy, and every week new threats are reported across the country.

Previously, the principal barrier for return has been security but damaged housing and infrastructure is becoming more prevalent as main barrier (DTM, RN35 IDP Returns). The impact of this damage is amplified by concerns over unexploded ordnance which further hampers access to places of origin and repair of homes.

More and more Libyans are choosing to return to the city of Tawergha. The level of damage to the housing stock and essential infrastructure is considerable which is hampering the return process and the rebuilding of the community. It is estimated that more than half of houses have been destroyed or heavily damaged. (DTM, Intention Survey of Tawergha IDPs, May 2021). The majority of former Tawergha residents interviewed by DTM stated that their property in the town had been destroyed (63%) or was damaged (31%), only 3% of respondents reported that their houses were intact. A further complication, as highlighted by the Mayor of Tawergha during a recent shelter assessment for those wishing to return from the East a significant barrier is the closure of the coastal road.

Access for the distribution of NFIs at detention centres has remained unstable and inconsistent due to additional regulations and guidelines from the authorities.

For those who have voluntarily returned, over 80% return to their original houses but face the burden of house repair and re-establishing themselves in their communities often with little support. Economic hardship often results in substandard or partially completed repairs resulting in dangerous, unhealthy and undignified living conditions. When asked, the needs for new essential household items is consistently at the top of the agenda as many cannot afford to replace the ones they have lost, and the market only offers poor quality options.

For those who have been forcibly evicted from informal settlements, a difficult decision awaits; either return to original place of origin or stay in their host surroundings. For many, including those from Tawergha, return is not currently an option and so they are forced to re-engage with the rental sector to find adequate housing.

For the approximately 300 families who have returned to Tawergha in the latest wave of returns, shelter needs are their highest priority as families either live in crowded collective centres (schools or unfinished buildings) or live in their damaged and often burnt-out houses. This creates unhealthy, undignified and unsafe conditions which are amplified by the lack of basic infrastructure such as sewerage, water and electricity.

The Sector continues to work within it three principle portfolios: essential household items (NFI), adequate housing (shelter) and repair of infrastructure and public buildings.

- During this period, 15,829 IDPs, non-displaced and returnees benefitted with NFI while an additional 38 received seasonal top-ups such as extra blankets, clothes, heaters and fuel.
- During this period, 10,146 refugees and migrants benefitted with NFI while an additional 44 received seasonal top-ups such as extra blankets, clothes, heaters and fuel.
- During this period, 52 IDPs, non-displaced and returnees benefitted from rental support through cash for rent modality, while another 131 refugees and migrants benefitted from rental support.

For rehabilitation of houses, infrastructure and public buildings, planning, selection and tendering process are under-way and beneficiaries will be reported later in the year.

The sector has been actively putting places processes and guidance to assist partners to harmonise their responses, fill the gaps and avoid duplication. In addition, the sector has increased its outreach to local and national government to support their work.

In total, the Cluster supported 26,240 beneficiaries across all groups with Shelter and NFI support which is 24% of our overall target of 110,948. The vast majority of these were IDPs, non-displaced and returnees.

At a Mantika level the partners have only met 16% when beneficiaries in excess of the Mantika targets are discounted.

Only 183 people benefited from shelter support, however this number will increase once the planning and design of projects is finished and construction starts.

Sector partners continue to face delays due to uncertainty about whether areas are free from unexploded ordnance and so represent safe areas for activities.

Funding for NFI is available, however considerably more could be achieved in the repair of damaged houses, collective centres, infrastructure ad public buildings to relieve suffering and provide the foundation for recovery. There is capacity within existing partners and new potential skilled partners to absorb any additional funding.

In-kind distributions of essential household items (NFI) is still the predominate modality due to challenges with cash, however more and more cash or vouchers are becoming more acceptable and easier to use and where the market can respond to demand, the Sector supports this shift.

There are a multitude of stakeholders involved in the forced eviction process: Municipalities, Ministries, Governmental Departments and private landowners. However, there is not a consistent leadership or recognized process for the forced evictions. This creates considerable uncertainty and confusion for those facing evictions and frustrations for the humanitarian agencies looking to respond. These forced evictions pose significant security concerns for all involved.

The sector continues to try to identify a key counterpart in the Government to engage with on issues such as compensation, rehabilitation funds, forced evictions and to develop a consolidated overview of the housing damage remaining. The sector also continues to struggle to engage with the local civil society.

The Sector continues to grapple with the lack of legal framework and operational space to improve the living conditions of refugees and migrants. Without this, assistance for the most vulnerable and those with special needs is limited.

To overcome the issues of access due to UXO, partners have formed closer working relationships with Mine Action partners and where possible have embedded experts within their teams ensuring a more efficient and effectives response.

A sector partner has recently received additional funding for house repair and the Sector has started to advocate the needs and capacity of partners to the active donors. A key part of this will be data collection to understand the remaining humanitarian needs and the shift towards development and long-term support to the housing sector.

The Eviction Task Force, an initiative between the SNFI and Protection Sectors, is working on multiple tools and products to help partners engage with forced evictions with the aim to improve efficiency and effectiveness of response.

3 Country Level Strategy

3.1 Who do we serve?

There are two principal target groups of the sector:

(1) IDPs displaced due to conflict, host population and returnees and

(2) refugees, asylum seekers and migrants.

Both target groups fall under the responsibility of the Shelter and NFI Sector.

SNFI sector estimates the number of people in need of assistance in 2022 to be 397,000. This includes 76,216 displaced people, 79,678 returnees78,208 non-displaced Libyans, 119,879 migrants and 43,000 refugees.

The areas with highest need for housing rehabilitation are the baladiyas of Benghazi, Ejdabia, Sirte, Sebha, Aljfara and Tripoli. The areas of highest need for NFI support are the baladiyas of Benghazi, Sirte, Murzuq, Ejdabia and Misrata. For displaced people, housing was the top priority in Tripoli, Benghazi, and Misrata.

3.2 2022 HRP (See Annex A for details)

PEOPLE IN NEED	PEOPLE TARGETED	REQUIREMENTS (US$)	PARTNERS	PROJECTS
397k	39k	$5.5M	6	7

The HRP was re-launched in December 2021 – an extension of 5-months until **May 2022** (see page 25 for details on SNFI) and Page 81 of the HNO. In summary:

The SNFI is directly addressing the second Objective of the 2021 HRP:

Specific Objective 2: **Facilitate safe, equitable and dignified access to critical services and livelihoods to enhance people's resilience and ensure they meet their basic needs.**

SECTOR/MULTI-SECTOR	FINANCIAL REQUIREMENTS (US$)	OPERATIONAL PARTNERS	NUMBER OF PROJECTS	PEOPLE IN NEED	PEOPLE TARGETED
Shelter/NFI	$5.5M	6	7	397k	39k

SECTOR	PEOPLE TARGETED	BY GENDER WOMEN | MEN (%)	BY AGE CHILDREN | ADULTS | ELDERS (%)	WITH DISABILITY	IDPS	RETURNEES	NON DISPLACED	MIGRANTS	REFUGEES
	39k	42 | 58	34 | 61 | 05	15%	14k	11k	3k	7k	5k

3.3 Shelter Sector Objectives

The Sector has two objectives that address the Specific Objective 2 from the HRP:

Sectoral Objective 2.1: **Provide humanitarian life-saving and life-sustaining shelter and NFI support**

Sectoral Objective 2.2: **Contribute towards increased resilience and social cohesion of communities and households by improving housing and related community / public infrastructure.**

4 Work Plan

The Sector has two workplans:

(1) day to day strategy created through the formal 'Cluster Coordination Performance Monitoring" CCPM process undertaken in January 2021. These workstreams were identified by Sector members for 2021 and are reviewed and updated in an excel file. Uses traffic light system where green is ongoing or completed, amber, needs more focus and red, not proceeding and needs SAG review of whether still needed.

The 2022 CCPM process is currently under-way and when finalised, a new day to day workplan will be created.

(2) supplementary sector workplan. These are Strategic Workstreams (SW) which are ongoing with a longer timeline until mid-2022.

Under the Shelter pillar of the Sector, **SW1** aims to:

At municipal level, fully understand the completed and ongoing housing repairs to date, how these have been financed and implemented and map the outstanding damage to the houses due to the conflict.

The findings will allow broad conclusions to be drawn about the state of housing stock in Libya and be used for partner planning, transition to development and advocacy.

As part of this process, engage with the authorities to understand their plans for reconstruction (compensation process, reconstruction funds, construction of new houses)

UPDATE on SW1: The SNFI sector has partnered with NRC (funding). ECHO (funding) and REACH implementors to undertake research starting in November and finishing in February 2022 to:

- Identify key factors enabling or hindering housing reconstruction among households whose accommodation sustained damage during the armed conflict.
- Gather information about local processes and practices of reconstruction used by the targeted population.
- Gain knowledge about potential impacts of reconstruction on households in terms of general health and protection status.
- Identify the groups most in need of assistance and potential areas of intervention for an effective humanitarian response.

Under the NFI pillar of the Sector, **SW2** aims to:

With a focus on IDPs, returnees and host, assess the current reliance on in-kind modalities for the provision of essential household items and pave the way for open discussion about increased use of cash and voucher assistance in lieu of in-kind.

We acknowledge that in-kind assistance is applicable for specialist items and will remain relevant and part of any assistance for refugees, migrants, those rescued at sea and in detention

UPDATE on SW2: The SNFI sector has formally joined with the Cash and Markets WG to draft an evidence paper presenting the current situation with regards to cash. The paper will look generally at the use of cash but will use SNFI as a case study.

Under the Settlements pillar of the Sector, **SW3** aims to:

We recognise that those still living in informal settlements have specific shelter and NFI needs and we aim to:

Fill the gap in the humanitarian architecture to address their specific needs and priorities and advocate for their support.

Work on SW3 has already started with the ETF and the settlement mapping.

UPDATE on SW3: The ongoing process of collecting data on the 38 existing IDP sites continues with the data capture sheets finalised and sent to partners to complete. Next step will be to finalise the actual Information Sheets and publish.

A linked exercise is through the Eviction Task Force to create an Eviction Threat Index (ETI) to help prioritise engagement with the most at risk sites.

5 Response Plan

Response is divided between three principal pillars:

1. Shelter – adequate housing
2. NFI – essential household items
3. Infrastructure – access to improved services

Further details on achievements against targets and partner activities can be found HERE.

5.1 Shelter for IDPs, Returnees and Host population

Cash for Rent

As the main housing solution for all population groups is renting of private accommodation, the Sector supports households to pay their rent and so take control of where they live. The Guidance Note HERE has been created in collaboration with the Cash and Markets Working Group and provides operational partners with a basic framework for designing their activities.

Cash for Shelter repair

Majority of this modality targets houses damaged due to the conflict or for those returning who find their homes in disrepair. Cash is provided against a technical evaluation of the accommodation and pain in tranches based on completed work at agreed milestones.

Contractor led repair

For some beneficiaries and when the reconstruction needs are significant, following the technical assessment partners directly engage the services of a professional Libyan contractor. The works are supervised to ensure reconstruction is of the highest quality.

Community led repair

In urban areas where the damage is to the entire building containing multiple apartments, engagement is with the community. This not only strengthens the community and draws skilled labour from the community at large it ensures that common areas are repaired or rehabilitated.

In-kind materials

When appropriate, materials are supplied directly to the beneficiaries instead of cash. This modality is best for emergency situations when the market cannot respond to the increased demand or if prices are fluctuating. Sealing of kits (SOKs) comprised of essential material enable families to quickly make a damaged building habitable and so start the reconstruction process is an ideal activity for this modality. Guidance can be found HERE.

5.2 Shelter for Refugees, Asylum Seekers and Migrants

The non-Libyan population face legal and administrative barriers to renting accommodation which are amplified when key identity documentation is missing. Consequently, out of the three possible levels of engagement (Pico – household, Micro – buildings, Macro - settlements / area) the Sector favours Pico or Macro levels. Engagement at Micro may unsettle the localised dynamics, create community tension and consequences cannot be predicted.

For Macro we recommend the Settlement-Based approach – details can be found HERE. Settlement-based approaches are advantageous, since rather than a target group (e.g. internally displaced persons) or a sector (e.g. the supply of water and sanitation), it is a specific geographic area such as an urban district that is comprehensively supported with aid. Local authorities and the local population must be closely involved to ensure success and sustainability and to strengthen the local administration. Municipalities that are more affected by refugee and migrants movements than others can be supported in a targeted manner. As well as accompanying information and communication campaigns, accessible local mechanisms for dispute resolution and mediation are just as important as coordination with city or national programmes.

For Pico, this involves community-based modality supporting at household level (e.g. cash for rent / technical support). Vulnerability can be assessed using the Sector vulnerability scorecard, available HERE.

Through a Technical Working Group (January to May 2021), five modalities were identified and detailed in a Guidance Note - shelter options for refugees, asylum seekers and migrants, available HERE.

The modalities recommended are:

i. Cash for rent,
ii. Host family module,
iii. Rehabilitation of identified shelters,
iv. Collective centre rented and rehabilitation,
v. Embassies integrated support.

5.2.1 Post 1st October Detentions

Following the demolishing of houses and detentions in Tripoli that started on 1st October, the SNFI sector has published two additional resources.

First-Line Response in Detention Centres

The sector has set the limit on the minimum level of assistance for those who have been detained – briefing paper can be found HERE.

Update on Provision of Housing for RASM

Following the detentions on 1st October and the shrinking humanitarian space, the Sector has provided a briefing paper to be read in conjunction with its main guidelines. See HERE

5.3 NFI for IDPs, Returnees and Host population

The majority of the 2021 HRP (61%) is dedicated to the supply of essential household items under the umbrella term of NFI. The composition of these is governed by the NFI Technical Guidelines V3, available HERE which also provides guidance of their use and specifications. Additional guidance to contextualise SPHERE's guidance can be found HERE.

The response is dominated by IOM and UNHCR who use in-kind modalities as historically there have been liquidity barriers to using cash and voucher assistance. However, in 2021 the liquidity crisis is easing and opening the door to more cash and voucher use.

For essential household items a viable option which is recommended by the sector is to use pre-loaded voucher cards which can be used at 5,000 outlets in Libya.

5.4 NFI for Refugees, Asylum Seekers and Migrants

The sector coordinates the supply of NFI to those in detention. As of August 2021, there are 5,000 detainees spread across 13 Government run detention centres. Due to constant release and arrest the populations are fluid and so approximately once per month, assessments are made by UNHCR or IOM to evaluate the need. Based on these evaluations, NFIs (usually mattresses, blankets and clothes) are provided. Additional guidance to contextualise SPHERE's guidance can be found HERE.

5.5 Infrastructure

Health facilities

Supporting the Health Sector, in 2020/21 partners have ramped-up their rehabilitation and expansions of health facilities including isolation facilities to support the humanitarian response to the COVID-19 pandemic.

Community buildings

Working with communities and based on their needs and wishes, partners support the reconstruction of all buildings, including schools and recreational spaces, to foster greater social cohesion. Low-cost, rapid, Quick Impact Projects (QIPS) is a key modality.

Roads Infrastructure

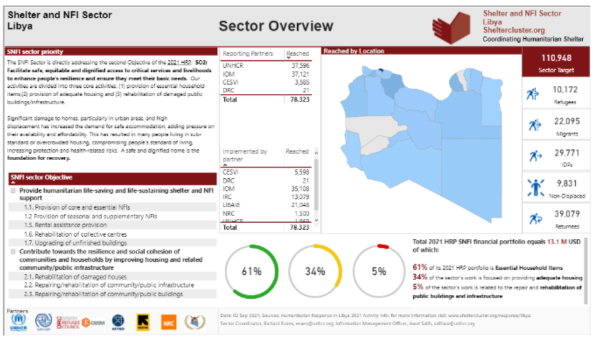
Included here are works to improve access to affected communities and settlements and can expand to drainage, footpaths and bridge repair.

Electrical infrastructure

A key service in Libya, essential to sustain recovery and to cope with Libya's harsh climate. Partners have installed generators when necessary but are increasingly switching to solar power.

6 Monitoring and Evaluation

On a monthly basis the SNFI sector collects and monitors activities progress reported by partners (4W's) through the activity info platform to measure achievements toward the sector objectives, the progress will be measured against pre-identified sector targets under the HRP and will consider defined sector indicators such as number of individuals receiving core relief items or assisted by rehabilitated damaged houses. The data is presented in a dashboard HERE.



The SNFI sector will continue to use data from different stakeholders such as DTM and MSNA and sectoral or multi-sectoral needs assessment carried out by sector partners to verify the relevance and effectiveness of the interventions under the sector objectives mentioned above.

The Sector monitors the FTS and highlights gaps in data to partners and donors.

7 Key Cross-Cutting Issues

General

- Lack of funding to deliver adequate solutions and repair public buildings and infrastructure. Currently, there are only two shelter partners active in Libya.

- Outside of the large-scale multi sectoral work (MSNA / DTM) sector does not have granular data to advocate for additional funding and drive programming
- UXO contamination restricts physical access. Situation is amplified by lack of clarity on processes of obtaining access permissions
- Significant challenges in cash programming not only restricts the sector to NFI in-kind, it limits the cash for rent options.

For target group, refugees, asylum seekers and refugees

- Lack of cooperation for unhindered full access for humanitarian organization to assess conditions of refugees, asylum seekers and refugees in detention centres, identify humanitarian needs, directly deliver humanitarian assistance in accordance with their internal protocols/procedures, and monitor effectiveness of assistance.
- Legal and operational constraints remain as the major challenge to provide shelter solution for refugees, asylum seekers and refugees in Libya as an alternate to detention and/or as means of durable solutions.

7.1 Forced Evictions

SNFI partners are actively involved in tracking, reporting, mitigating against and responding to Forced Evictions at household and settlement level. Quite apart from the stress and protection issues an eviction creates, delaying or stopping an eviction is in the direct interest of SNFI partners considering the time and cost it takes to ensure adequate in the first place.

SNFI sector members make up 50% of the Eviction Task Force which is chaired by the SNFI and Protection sectors. The EFT enters its second period having met its objectives under its first TOR. For more information see HERE.

7.2 Cash and Markets

At present, the Rental Market Interventions is limited to Cash for Rent. Working with the Cash and Markets Working Group, the Sector provides guidance on the modality, available HERE.

7.3 Hygiene kits

The SNFI Sector does not coordinate the standardisation, guidance or distribution of Hygiene Kits. These are coordinated through the WASH cluster – for more information see HERE.

7.4 Gender Based Violence

Annex A: 2022 HRP Narrative

The 2022 HRP was an extension of the 2021 HRP and so the text was updated but did not include full sector sections. Therefore, the following are the most relevant paragraphs.

Changes in context

Despite the positive trend in the number of returnees, planned and often forcible evictions targeting IDPs are of critical concern. Forced evictions of individuals and families in collective and informal sites significantly increased in 2021, leading to a heightened risk of multiple displacement and tenure insecurity. With the impending threat of evictions, displaced people without the means to cover rent or other communal support were often left with no choice but to return to their place of origin without adequate and systematic reintegration support. As more people returned to their areas of origin, the status of Libya's infrastructure and ability to deliver basic services was put into focus, particularly the viability of areas of return for internally displaced persons. For those who have returned, 88 per cent returned to their original homes, and face the burden of house repair or reconstruction, often with little support, and amplified by the lack of basic services such as electricity, water/waste management facilities, and access to healthcare services. Reconstruction is also hampered by increasing prices for construction materials. For households at heightened risks, for example, those forcibly evicted, family members with disabilities or chronic illnesses or female-headed households, the situation is more critical as coping capacities have been overstretched by protracted displacement.

Challenges and constraints

Since 2016, a total of 648,317 displaced Libyans have returned, according to IOM's Displacement Tracking Matrix, including over 80,000 persons who returned between October 2020 and September 2021. Those remaining displaced face uncertainty and critical protection risks exacerbated by the increase in the number of forced evictions and returns not meeting international standards; exposing IDPs and returnees to further protection risks as highlighted above that include arbitrary arrest and detention, intimidation by armed groups, homelessness, sexual and gender-based violence, and discontinuation of access to health care services and education. Although structural hardships persist, there is an underlying will among the Libyan population to return to their homes and rebuild their lives. Returns, are also driven by push factors, such as evictions, the inability to find work or pay rent, and contributes to returnees living in sub-standard housing, either damaged or in need of rehabilitation, as well as living in communities contaminated by mines and explosive devices. For those that cannot return home, around 80 per cent report that paying for their accommodation creates a drain on household budgets[1].

Support for durable solutions encompassing physical, material, and legal safety remains a top priority for people living in protracted displacement and recent returnees, including the communities from Tawergha, Murzug and other minority groups. The lack of a national durable solutions strategy and inadequate state resources in support of returnee populations has an impact on the capacity of affected people to access basics services. Although small-scale evictions often go unreported, the increasing eviction threats targeting collective sites and individual families, notably the eviction of IDPs from Janzour Naval Academy in April 2021, highlights the precarious situation of vulnerable families. In many cases, families were forced to choose between returning to damaged houses and limited basic services in their area of origin, or stay in Tripoli, where they risk uncertain circumstances due to insufficient incomes to cover rent and basic needs. The need to address issues of housing, land and property disputes and provide clarity on compensation for conflict-related damages remains crucial in building sustainable reconciliation and peace processes in areas of return.

Conclusion

The 2022 HRP extension aims to support 803,000 people in need, ensuring targeted humanitarian assistance for 211,000 people with the most severe needs. The extension period will cover programming activities from January to 31 May 2022, encompassing 91 projects, requiring a total of $75.3 million.

SECTOR/MULTI-SECTOR	FINANCIAL REQUIREMENTS (US$)	OPERATIONAL PARTNERS	NUMBER OF PROJECTS	PEOPLE IN NEED	PEOPLE TARGETED (IN NEED / TARGETED)
Shelter/NFI	$5.5M	6	7	397k	39k

SECTOR	PEOPLE TARGETED	BY GENDER WOMEN | MEN (%)	BY AGE CHILDREN | ADULTS | ELDERS (%)	WITH DISABILITY	IDPS	RETURNEES	NON DISPLACED	MIGRANTS	REFUGEES
	39k	42 | 58	34 | 61 | 05	15%	14k	11k	3k	7k	5k

Annex B: 2022 HNO Narrative

3.5
Shelter & NFIs

PEOPLE IN NEED	WOMAN	CHILDREN	WITH DISABILITY
397k	23%	30%	15%

Overview and affected population

The top priority need among the internally displaced population is shelter support, while for returnees, non-food items (NFIs) was cited as among the top three priority needs. Returning displaced populations face further challenges from the loss of a protective community and their social network along with the physical deterioration of infrastructure including electricity, schools, health care and water and sewerage networks. In addition, the presence and exposure to explosive hazards in returnee areas pose further obstacles impacting their return. As the main housing solution for most population groups is renting of private accommodation, the lack of income due to COVID-19 related movement restrictions and the increased cost for basic necessities puts more people at risk of eviction, particularly low-income households, displaced people, migrants and refugees who are more likely to have verbal/informal rental agreements.

In 2022, some 397,000 people are estimated to need shelter and non-food items. This includes displaced people, returnees, non-displaced Libyans, migrants, and refugees. This is a six per cent increase in the number of people, compared to 2021, with the most significant increases among the returnee population. The most severe needs were found in Aljfara, Alkufra, Almarj, Benghazi, Misrata, Sirte, Tobruk and Tripoli.

While displacement figures are decreasing, many families are still unable to return due to explosive hazard contamination and damaged homes, with the most vulnerable lacking the necessary means to do so. It is estimated that 14 per cent of all displaced people and 19 per cent of affected returnees require shelter support. For displaced households, Benghazi has the highest number of people in need for NFI, Shelter, and combined Shelter and NFI support. In 2021, 22 per cent of surveyed returnee households reported medium to heavy damage to their house or complete destruction, significantly higher than displaced or non-displaced households. Some three per cent of affected non-displaced Libyans are estimated to need support for shelter and non-food items, with the majority in Benghazi.

About 20 per cent of all migrants and all refugees need shelter assistance or support with non-food items, with the highest number in Misrata and Tripoli. Migrants and refugees are more likely to be living in sub-standard accommodation and have insecure forms of tenure putting them at greater risk of eviction. Migrants and refugees have also been more affected, compared to other groups, from lost livelihoods due to the temporary or daily nature of their work making it more difficult to afford essential non-food items and are disproportionally affected by movement restrictions further impacting their access to markets and livelihoods.

Analysis of humanitarian needs

Although there is slight increase in the overall people in need of shelter support and NFI assistance (6 per cent), a marked increase was noted for IDPs and migrants. Of the total remaining IDPs, 22,680 people living in sub-standard inadequate housing require technical and financial support to improve their housing conditions. In addition, some 20,000 people are considered most vulnerable as they remain living in informal sites without access to adequate services and houses. In addition, improving security conditions have permitted more displaced people to return to their area of origins, creating new needs over the past 12 months. Once home, some 88 per cent live in their original homes, which increases demands for materials and services for housing repair and replacement of essential household items. Lack of assistance in the form of compensation from the Government, and the deteriorated infrastructure pose several challenges for returnees, as the former housing benefit has yet to be reinstated.

Majority of migrants and refugees continue to face barriers to legally enter the rental market, which creates uncertainty and increased risk of eviction as the rental transactions remain either undocumented or without a proper lease agreement. The high reliance on insecure sources of income, such as daily or temporary work in the informal sector coupled with the impact of the COVID-19 pandemic, negatively affects livelihoods, and the inability to pay rent. As such, the inability to pay rent remains the most reported cause of actual or feared eviction and negatively influences migrants' ability to access adequate housing.

The areas with highest need for housing rehabilitation are the baladiyas of Benghazi, Ejdabia, Sirte, Sebha, Aljfara and Tripoli. The areas of highest need for NFI support are the baladiyas of Benghazi, Sirte, Murzuq, Ejdabia and Misrata. For displaced people, housing was the top priority in Tripoli, Benghazi, and Misrata.

Projection of needs

Any significant change to the overall needs is dependent on the ongoing political situation and process. A deterioration in the situation leading to increased political instability could result in increased displacement, forcing many to flee their homes, increasing pressure on informal settlements, with new settlements emerging. Rental costs will rise as demand increases and for the most vulnerable, housing conditions will deteriorate as they are forced to look for new lower-cost alternatives. The cost of essential household items will increase due to a currency devaluation and the slow-down of imported goods. The number of people held in over-crowded and structurally instable detention centers will lead to more essential NFI needs. For refugees and migrants, the lack of a legal framework and shrinkage in the labor market due to COVID-19 will see housing conditions deteriorate for the most vulnerable and at risk.

People in need of rental support will continue, but could likely increase in 2022 due to pressure on housing from protracted or any increases in displacement. The continued socio-economic impact of COVID-19 is likely to see a further deterioration in the economic situation and livelihood opportunities for people, migrants and refugees that are more often employed in temporary or daily labor would be disproportionately affected.

Monitoring

#	INDICATORS	SOURCE	FREQUENCY
01	% IDPs Households living without essential individual items, house items, etc.	DTM	Bi-monthly
02	% of IDPs currently living in unsustainable shelter situations	DTM	Bi-monthly
03	% Migrants Households living without essential individual items, house items, etc.	DTM	Bi-monthly
04	# of migrants currently living in unsustainable shelter situations	DTM	Bi-monthly

Annex C: 2022 Monitoring Framework

	Objective	Modality	Indicator	Targeted
Strategic Objective 2	**Facilitate safe, equitable and dignified access to critical services and livelihoods to enhance people's resilience and ensure they meet their basic needs**			**38,840**
Specific Objective 2.1	Provide humanitarian life-saving and life-sustaining shelter and NFI support	In-kind	# of people whose core and essential NFI needs are met	33,510
		Cash	# of people assisted with rental assistance	40
		In-kind	# of people assisted by rehabilitated collective centres	60
		In-kind	# of people assisted by upgraded unfinished buildings	284
Sectoral Objective 2.2	Contribute towards increased resilience and social cohesion of communities and households by improving housing and related community / public infrastructure	In-kind	# of people assisted by rehabilitated houses	2,203
		In-kind	# of people assisted by repaired / rehabilitated community / public infrastructure	2,583
		In-kind	# of people assisted by repaired / rehabilitated community / public buildings	160

Annex D: 2021 HRP & HNO Narrative & Monitoring Framework

3.6
Shelter & NFIs

PEOPLE IN NEED	PEOPLE TARGETED	REQUIREMENTS (US$)	PARTNERS	PROJECTS
374k	111k	$13.2M	6	7

Objectives

The Shelter and NFI (SNFI) Sector has two objectives that aim at improving the physical living conditions and promoting dignified and safe access to adequate and secure accommodation. Under the second HRP strategic objective, SNFI Sector partners will contribute to building the resilience of targeted populations by improving living conditions, as well as hygiene and health conditions, and protect against environmental factors and ensure greater safety and security. This will contribute towards increased resilience and social cohesion of communities and households by improving housing and related community/ public infrastructure. Reducing the household's needs to spend money on shelter upgrades, or on rent, will significantly reduce financial burdens and enable targeted populations to better meet their basic needs and invest in more durable solutions.

Response

Of the 374,000 people estimated to need of shelter and non-food items, SNFI Sector partners will target 111,000 people. This includes 30,000 displaced, 39,000 returnees, 10,000 non-displaced, 22,000 migrants and 10,000 refugees. Of the total, 41 per cent are women and girls.

The SNFI Sector's priority remains to ensure adequate, appropriate and affordable housing options for the most vulnerable people. Activities include improving physical living conditions through support for upgrading and rehabilitating damaged and substandard housing, collective shelters and accommodation facilities. These activities will mainly target displaced families, returnees and migrants, focusing on areas that have been damaged by the conflict, such as southern Tripoli. This will ensure that these shelters meet a minimum standards and provide a higher quality of living conditions and better protection for those living in these spaces.

Modalities used for upgrading and rehabilitating shelters will depend on the scale and nature of the works that are required. For minor works, SNFI Sector partners will provide shelter materials to allow vulnerable households and individuals to independently carry out repairs themselves. For rehabilitation works that require skilled laborers, partners will either complement the delivery of materials with technical capacity and guidance or will implement interventions through contractors to ensure quality and best practices are considered for the more technically challenging interventions. Improving community infrastructure and public buildings will also be included to promote better access to basic services such as health, education and power utilities.

While most activities will be through in-kind assistance, cash assistance, mostly in the form of rental assistance, will be provided where feasible and appropriate. This will ensure that the most vulnerable people can meet their needs in a manner that allows choice and promotes dignity.

SNFI Sector partners will also provide core relief items, households items, as well as seasonal non-food items and shelter materials. This will mainly be provided through in-kind assistance for non-food items and core relief items, as well as shelter materials intended for emergency upgrades.

SNFI sector will work in close coordination with the other sectors to ensure shelter and non-food items are jointly provided with other components in order to address needs more comprehensively. Particularly for response to new displacement or needs from escalations in conflict or natural disasters, SNFI response will be planned and implemented in consultation with Protection, Health, Food Security and WASH, in particular, to provide a complete package of assistance. This includes support though the Rapid Response Mechanism. Shelter activities, such as rehabilitation of houses, will be designed together with WASH to ensure basic services (water supply and sanitation) are included. SNFI will also work with the CMWG in relation to cash-based activities to identify appropriate options accordingly feasibility and ensure interventions are in line with common agreements in relation to cash transfer values and eligibility criteria.

Sector partners will provide evidence-based advocacy messages to humanitarian stakeholders and donors to highlight needs and gaps. In 2021, the sector will continue working towards exploring more appropriate and feasible shelter solutions for migrants, refugees and asylum seekers.

Sector partners will also contribute building the capacity of local actors and communities with the aim of improving shelter skills to allow for more sustained impact of the interventions. This includes engaging with communities, local manpower and unskilled labor at a technical level or upgrading and rehabilitation of shelters while also improving a sense of ownership of the communities.

Cost of response

For 2021, the SNFI Sector requires US$ 13.2 million to ensure that 111,000 people can access appropriate, safe and secure shelter and basic goods. The cost breakdown by activity includes: 61 per cent to provide essential non-food items, including seasonal items; 33 per cent for rehabilitation and upgrading of shelter, including collective centres, unfinished buildings and damaged houses; 6 per cent for repair and rehabilitation of community/public infrastructure; and 1 per cent in rental assistance.

The SNFI Sector will use project-based costing methodology for 2021, while working closely with partners and the SNFI Strategic Advisory Group to transition to activity-based costing methodology in 2022. In 2021, the SNFI sector has guided its partners to a standardized approach in estimating projects costs for the main activities. This approach will ensure more transparency while beginning the process of analyzing costs to transition to activity-based costing. Projects are reviewed to ensure costs are appropriate and aligned with activities and outcomes. The SNFI Sector will also work in close coordination with the Global Shelter Cluster to further contextualize existing guidance on implementing activity-based costing for 2022.

Monitoring

The SNFI Sector will report against eight indicators. On monthly basis the SNFI sector will collect and monitor activity progress reported by partners through the Activity Info platform to measure achievements toward the sector objectives, with progress measured against pre-identified sector targets. Through sector meetings, sector partners will follow progress, to identify where revisions and corrective actions may need to be made as the context evolves and on the evidence of new needs emerge.

The SNFI Sector partners will conduct post distribution monitoring and impact monitoring as a regular practice upon the completion of distributions. The involvement of third parties for the Impact monitoring may also be undertaken by partners. Analysis and feedback, included calls referred from the CFM will be taken into consideration to qualitatively improve the implementation, monitoring, evaluation and reporting of SNFI activities.

Communicating with affected people

The SNFI sector has been strengthening accountability towards affected people by developing tools to collect and analyze feedback from beneficiaries and adjust projects accordingly. To ensure communities are able to express their needs and complaints throughout all phases of the program cycle, partners are encouraged to regularly hold focus group discussions and key informant interviews with target populations, host populations, authorities, and key stakeholders. The information collected during such discussions is used by partners in their programmatic design, targeting of people in need, and planning of appropriate activities.

In 2021, the SNFI sector aims to pilot community driven projects for repair and rehabilitation of houses to promote proactive engagement of communities and enhancing local skilled labor with dedicated technical trainings.

The SNFI Sector is strongly engaged with the CFM as a key inter-agency mechanism for improving communications with affected people. The SNFI Sector continues to work closely with the ETS, who manages the CFM, to provide technical advice and guidance in relation to SNFI-related to ensure that calls can be correctly addressed and resolved.

SNFI information and materials will be translated in Arabic, and where feasible and necessary, in other languages for migrants and refugees to better convey messages. SNFI sector will also explore building social media platforms to disseminate messages and offer alternative ways to send feedback and complaints.

Objectives, indicators and targets

	OBJECTIVE	SECTOR APPROACH	INDICATOR	TARGETED
Strategic Objective 2	Facilitate safe, equitable and dignified access to critical services and livelihoods to enhance people's resilience and ensure they meet their basic needs.			110,949
Specific Objective 2.1	Provide humanitarian life-saving and life-sustaining shelter and NFI support	In-kind	# of people whose core and essential NFI needs are met	83,541
		In-kind	# of people whose seasonal and supplementary NFI needs are met	12,448
		Cash	# of people assisted with rental assistance.	154
		In-kind	# of people assisted by rehabilitated collective centers	158
		In-kind	# of people assisted by upgraded unfinished buildings	673
Sectoral Objective 2.2	Contribute towards increased resilience and social cohesion of communities and households by improving housing and related community/ public infrastructure	In-kind	# of people assisted by rehabilitated damaged houses	5,002
		In-kind	# of people assisted by repaired/ rehabilitated community/public infrastructure	7,750
		In-kind	# of people assisted by repaired/ rehabilitated community/public buildings	1,250

3.5
Shelter & NFIs

PEOPLE IN NEED	WOMAN	CHILDREN	WITH DISABILITY
376k	23%	35%	15%

Overview and affected population

Significant damage to homes, particularly in urban areas, and high displacement has increased the demand for safe accommodation, adding pressure on their availability and affordability. This has resulted in many people living in sub-standard or overcrowded housing, compromising people's standard of living but also increasing protection- or health-related risks.

As the main shelter type for all population groups is renting of private accommodation, the lack of income due to COVID-19 and related movement restrictions and the increased the cost for basic necessities puts more people at risk of eviction, particularly low-income households, and displaced, migrant and refugee households who are more likely to have verbal rent agreements.

In 2020, nearly 376,000 people are estimated to need shelter and non-food items. This includes **58,000 displaced people, 82,000 returnees, 107,000 non-displaced Libyans, 82,000 migrants and 46,000** refugees. This is a 10 per cent increase in the number **of people, compared to 2019, with the most significant** increases among returnees. The most severe needs were found in Aljfara, Alkufra, Almarj, Benghazi, Misrata and Sirt, Tobruk and Tripoli. Shelter needs are particularly concentrated in the urban settlements in the east and west, where large destruction to houses **and infrastructures due to conflict. Overall, migrants and refugees were identified with the most severe** shelter needs.

About 15 per cent of all displaced people and 30 per **cent of affected returnees require shelter support. For** displaced households Tripoli has the highest number of people in need, while for returnees it is Benghazi. **This generally reflects displacement trends, with Tripoli** hosting the highest number of people displaced and Benghazi recording the highest number of returns. In 2020, 32 per cent of surveyed returnee households reported medium to heavy damage to their house **or complete destruction, significantly higher than** displaced or non-displaced households[120]. About 9 per cent of affected non-displaced Libyans are estimated to be in need support for shelter and non-food items, with the majority in Tripoli.

About 15 per cent of all migrants and all refugees are in need of shelter assistance or support with non-food items, with the highest number in Tripoli for both groups. Migrants and refugees are more likely to be living in sub-standard accommodation and have insecure forms of tenure putting them at greater risk of eviction. Migrants and refugees have also been more affected, compared to other groups, from lost livelihoods due to the temporary or daily nature of their work making **it more difficult to afford essential non-food items** and have disproportionally affected by movement restrictions further impacting their access to markets and livelihoods.

Analysis of humanitarian needs

Beyond rental assistance, many people report living in sub-standard accommodation and therefore support **for improving shelter conditions is required, with 54 per cent of displaced, 68 of returnees and 75 of migrants** and refugees reporting at least one issue with their accommodation[121]. **Conditions for the 6 per cent of** displaced and 9 per cent of migrants and refugees living in informal settlements or collective shelters[122] also **require investment to ensure that they reach minimum** humanitarian standards.

Many vulnerable households also highlighted needs for different non-food items. These included items such as generators, cooking fuel, blankets or heating systems, computers, mattresses, cooking stove and water storage containers, although different population **groups identified some differences in their needs. For** example, migrants and refugees were more likely to highlight needs related to communications, such as phones, than Libyan population groups. Major concerns have also been raised by households in needs related to hygiene items, particularly due to COVID-19 pandemic, and that as a result have been particularly affected by price increases.

Projection of needs

Any significant changes of needs in relation to shelter assistance and support for non-food items would **in large part be determined by the conflict and any geographical fluctuation of front lines. While a nation-wide ceasefire has been agreed, a resolution to the** political situation remains uncertain. Any escalation in **conflict would result in further displacement, as well** as damage to civilian homes and infrastructure and therefore increase the number of people in need of shelter assistance, as well as for essential items, either individual and house items that are appropriate to the weather conditions at the time.

People in need of rental support is likely to continue but could increase in 2021 due to pressure on housing from protracted or any increases in displacement. The continued socio-economic impact of COVID-19 is likely to see a further deterioration in the economic situation and livelihood opportunities for people that sees further increases in the cost of rent and basic goods. Low-income households, as well as displaced people, migrants and refugees that are more often employed in temporary or daily labour would be disproportionally affected.

Should the security situation continue to improve this is likely to see increases in the number of returnees. The increased number of returnees are likely to encounter damaged properties and therefore be in need of non-food items as well as immediate shelter support, as well as longer term support for rehabilitation and reconstruction of their dwellings.

Monitoring

#	INDICATORS	SOURCE	FREQUENCY
01	Households living without essential individual items, house items, etc.	4W/ MSNA	Monthly
02	Households shelter/living conditions	4W MSNA/ DTM	Monthly

2022 Monitoring Framework

	Objective	Modality	Indicator	Targeted	% of total ask
Strategic Objective 2	Facilitate safe, equitable and dignified access to critical services and livelihoods to enhance people's resilience and ensure they meet their basic needs			110,949	
Specific Objective 2.1	Provide humanitarian life-saving and life-sustaining shelter and NFI support	In-kind	# of people whose core and essential NFI needs are met	83,541	61% $8.2M
		In-kind	# of people whose seasonal and supplementary NFI needs are met	12,448	
		Cash	# of people assisted with rental assistance	154	1% $0.13M
		In-kind	# of people assisted by rehabilitated collective centres	158	33% $4.4
		In-kind	# of people assisted by upgraded unfinished buildings	673	
Sectoral Objective 2.2	Contribute towards increased resilience and social cohesion of communities and households by improving housing and related community / public infrastructure	In-kind	# of people assisted by rehabilitated houses	5,002	
		In-kind	# of people assisted by repaired / rehabilitated community / public infrastructure	7,750	5% $0.7M
		In-kind	# of people assisted by repaired / rehabilitated community / public buildings	1,250	