

## Crisis response revision of Libya country strategic plan and corresponding budget increase

	Current	Change	Revised
<b>Duration</b>	<b>3 March 2023– 31 December 2025</b>	<b>1-year extension</b>	<b>3 March 2023– 31 December 2026</b>
<b>Beneficiaries</b>	<b>300 233</b>	<b>214 100</b>	<b>514 453</b>
<b>Total cost (USD)</b>	<b>131 199 512</b>	<b>27 185 502</b>	<b>158 385 014</b>

### Rationale

1. Revision 3 to the Libya country strategic plan (CSP) (2023–2025) will:
  - extend the CSP in time by one year until the end of December 2026;
  - scale up crisis response under activity 1 to target 214,100 unique beneficiaries in 2026;
  - add a new activity (activity 7) under CSP outcome 1;
  - phase out resilience building activities under CSP outcomes 2 and 3; and
  - increase the budget by USD 27 million.
2. The ongoing conflict in the Sudan has triggered a sustained refugee influx into Libya. As of May 2025, the Libya Humanitarian Profile<sup>1</sup> estimated 1.3 million people of concern: 139,000 internally displaced persons, 334,000 refugees and asylum seekers and 858,000 migrants; and of these, 787,000 people required humanitarian assistance, including all 334,000 refugees and asylum seekers. By November 2025, the Office of the United Nations High Commissioner for Refugees (UNHCR) reported over 412,000 Sudanese refugees<sup>2</sup> had crossed into Libya, with projections under the 2025 Sudan Emergency Regional Refugee Response Plan (RRRP) Libya chapter<sup>3</sup> estimating up to 550,000 arrivals by the end of 2025, with refugees clustered in Al Kufra, Benghazi and Tripoli. Women and children refugees face heightened risks of malnutrition due to displacement, limited access to services and overstretched health systems.
3. Accordingly, revision 3 will extend Libya’s CSP for 2023–2025 by a year, until the end of December 2026. In response to increasing numbers of Sudanese refugees in the country and in line with the preliminary findings of WFP’s food security outcome monitoring exercise,<sup>4</sup> the revision will scale up WFP’s crisis response efforts to provide emergency food and nutrition assistance for food-insecure Sudanese refugees under activity 1.
4. Following the September 2023 flash flooding caused by Storm Daniel in Derna, which affected 848,000 people, WFP and sister United Nations agencies in the United Nations Rapid Response Mechanism working group received a request from the Government for support to strengthen national capacities for emergency preparedness and response.

<sup>1</sup> United Nations Office for the Coordination of Humanitarian Affairs. 2025. [Libya Humanitarian Profile 2025](#).

<sup>2</sup> UNHCR. 2025. [Operational Data Portal: Sudan situation](#) (2 November 2025 update).

<sup>3</sup> February 2025 Libya chapter estimated projects was updated on an offline document and to be included in the next edition.

<sup>4</sup> WFP’s Food Security Outcome Monitoring exercise was concluded in October 2025. The report is underway. Preliminary findings report the highest rates of food insecurity at 34.7 percent among refugee households.

5. Revision 3 will introduce a new activity (activity 7), under which WFP will support national efforts to strengthen emergency preparedness, early warning systems and rapid response capacities.
6. The CSP extension also ensures alignment with the extended United Nations sustainable development cooperation framework (2023–2025)<sup>5</sup> until December 2026, the updated United Nations 2023 Libya common country analysis,<sup>6</sup> and the 2025 Sudan emergency RRRP (Libya chapter).<sup>7</sup>

## Changes

### Strategic orientation

7. In line with findings of the 2025 Libya WFP decentralized evaluation<sup>8</sup> on CSP outcome 2 and organizational prioritization, and aligned with WFP's strategic plan, WFP will phase out activities 2 (livelihoods) and 3 (school feeding) in 2026. Revision 3 will phase out resilience building activities, refocusing WFP's efforts on emergency food and nutrition assistance for Sudanese refugees and crisis-affected Libyans.
8. Under activity 1, WFP will increase the number of beneficiaries targeted and add supplemental nutritional assistance for pregnant and breastfeeding women and girls (PBWG) and children aged 6-59 months. Further, this revision introduces activity 7 to strengthen national emergency preparedness and response capacities:
  - Activity 7: Support national efforts to strengthen emergency preparedness, early warning systems and rapid response capacities.
  - Output 7.1: National institutions benefit from enhanced capacities for emergency preparedness, early warning and timely response to crises.

### CSP outcomes

#### Targeting approach and beneficiary analysis

9. Under activity 1, WFP will target 214,100 unique beneficiaries by the end of 2026. A total of up to 185,600 unique Sudanese refugees will be targeted through unconditional resource transfer over the course of 2026. An additional 16,000 vulnerable Libyans in refugee hosting communities will also be targeted under activity 1, while emergency food assistance will be targeted to 12,500<sup>9</sup> crisis-affected populations in case of sudden-onset emergency.
10. WFP beneficiary identification and targeting will be implemented in coordination with UNHCR, local humanitarian actors, and Sudanese refugee committees. Considering Sudanese refugees' access to casual and seasonal work opportunities, assistance will be prioritized for households identified as the most vulnerable<sup>10</sup>, for new arrivals in 2026 and for seasonally vulnerable refugees. WFP assessments and monitoring will guide the need for continuing assistance once households have been enrolled to receive food assistance.
11. Among assisted Sudanese refugees, supplemental nutrition interventions will target 21,000 children aged 6–59 months and pregnant and breastfeeding women and girls with supplemental specialized nutritional assistance. Based on inter-agency assessments and

<sup>5</sup> United Nations Libya. 2023. [United Nations Sustainable Development Cooperation Framework Libya \(2023-2025\)](#).

<sup>6</sup> United Nations Libya. 2023. [Common Country Analysis 2023 Update](#).

<sup>7</sup> UNHCR. 2025. [Sudan Emergency Regional Refugee Response Plan, January-December 2025](#) (2026 is under consultation).

<sup>8</sup> WFP. 2025. [Evaluation of WFP's Livelihoods and School Feeding activities in Libya 2019–2024](#).

<sup>9</sup> This planning is based on the average from the past four years (excluding Derna Dam burst, which was an extraordinary case).

<sup>10</sup> As a key priority, WFP will target households with indicators of increased vulnerability to food insecurity, including households headed by women, with young children, PBWG, persons with disabilities and older people.

delivered in collaboration with the United Nations Children’s Fund (UNICEF), the World Health Organization and Ministry of Health’s malnutrition prevention programme, the supplemental nutrition intervention programming will be targeted in high-influx areas.

### **Transfers modalities**

12. Under activity 1, there will be no changes in 2026 to the general food assistance (GFA) in-kind,<sup>11</sup> or to GFA provided through cash-based transfers (CBTs).
13. In complementarity to GFA in-kind, through revision 3 WFP will provide specialized nutrition assistance through lipid-based nutrient supplements (LNS) for pregnant and breastfeeding women and girls and children aged 6–59 months for 6 to 12 months. WFP plans to provide LNS-medium quantity 50 g per day/per child and LNS-large quantity 75 g per day/per woman. This supplemental assistance is designed to provide 255 kcal per child and 382 kcal per woman.<sup>12</sup>
14. WFP support to Sudanese refugees in Tripoli will introduce the provision of GFA through CBTs in the form of commodity vouchers.<sup>13</sup> This assistance will be for an initial duration of three months, and pending market feasibility, may be expanded to other urban areas. The commodity voucher value will comprise USD 75 provided per household per month. This value is determined in accordance with data provided by the Libyan cash market working group and aligned with the in-kind food basket. The modality was selected based on enabling market conditions and to reduce commodity imports lead time and will be implemented in close coordination with local authorities, local cooperating partners and trader networks.
15. Combined assistance will be provided to crisis-affected Libyans as a contingency response in the event of sudden-onset disasters through a phased approach, starting with one-off in-kind emergency food assistance (WFP in-kind box) followed by three-months of full-value CBTs.
16. Under activity 7, through the capacity strengthening modality, WFP will provide support to the Libyan authorities to strengthen emergency preparedness and national response capacities, including for early warning systems, risk mapping, coordination and contingency planning. This will entail tailored training sessions, technical exchanges and strategic planning workshops.
17. Revision 3 will incur no changes in arrangements for service provision activities under CSP outcome 4.

### **Partnerships**

18. Under activity 7, WFP will work closely with national institutions to engage on emergency preparedness and response efforts, including with the national disaster management agency, the Ministry of Social Affairs and the National Economic and Social Development Board.

### **Country office capacity**

19. WFP Libya is finalizing a staffing review to better align capacity to operational needs, including through the appointment of a Head of Programme located in Benghazi. WFP will also leverage national consultancies to support the implementation of activity 7.

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<sup>11</sup> In-kind food basket provides 1,450 kcal per capita, equivalent to 76 percent of household food needs. Food basket was designed in consultation with representatives of the Sudanese refugees, considering cultural food preferences.

<sup>12</sup> WFP’s implementing partners will conduct mid-upper-arm circumference screening, and any moderate/severe acute malnutrition cases of malnourished children and women will be referred to UNICEF for follow-up and treatment.

<sup>13</sup> CBTs through commodity vouchers will link recipients to pre-selected retailers to redeem a specified food basket.

### **Supply chain**

20. WFP will introduce and, market permitting, may scale-up the provision of commodity vouchers through cooperating partners and retailers in urban areas.

### **Monitoring and evaluation arrangements**

21. Exercises will be extended to include monitoring of Sudanese refugees alongside crisis-affected host communities in Libya to monitor the impact of assistance and determine operational effectiveness. In keeping with WFP's commitment on accountability to affected people, WFP community feedback mechanisms will include the establishment of a tollfree hotline available in Arabic, English and Tebu.

### **Transition strategy**

22. The scale and scope of WFP's response for Sudanese refugees in Libya will remain contingent on developments in the Sudan conflict. WFP will assess the level of assistance required beyond 2026.

### **Strategic risks**

23. Unpredictable funding flows may affect programme scale and continuity. WFP will continue to pursue diversified resource mobilization efforts (including non-traditional donors and private sector) and maintain operational flexibility to adapt to evolving funding conditions.

### **Operational risks**

24. The limited capacity of cooperating partners in Libya, especially among local authorities and non-governmental organizations persists. Building on 2024/2025 lessons, WFP will provide operational training to strengthen implementation. Oversight will be reinforced through expanded third-party monitoring, while deploying additional staff to ensure accountability and quality delivery.
25. Challenges in authorizing procurements in-country disrupt WFP's supply chain, subsequently affecting operations. As mitigation, WFP is seeking alternative response and transfer modalities as feasible.

**Beneficiary analysis**

<b>TABLE 1: DIRECT BENEFICIARIES BY COUNTRY STRATEGIC PLAN OUTCOME, ACTIVITY AND OUTPUT</b>								
<b>CSP outcome</b>	<b>Activity</b>	<b>Output</b>	<b>Period</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>Total</b>
1	1	1	Current	73 400	67 830	63 160	0	<b>171 641</b>
			Increase/ (decrease)	0	0	11 000	214 100	<b>214 100</b>
			Revised	73 400	67 830	74 160	214 100	<b>385 741</b>
2	2	2	Current	41 760	42 240	42 240		<b>126 240</b>
			Increase/ (decrease)	0	0	0		<b>0</b>
			Revised	41 760	42 240	42 240		<b>126 240</b>
	3	5	Current	70 400	70 400	70 400		<b>87 296</b>
			Increase/ (decrease)	0	0	0		<b>0</b>
			Revised	70 400	70 400	70 400		<b>87 296</b>
		6	Current	40	40	40		<b>240</b>
			Increase/ (decrease)	0	0	0		<b>(120)</b>
			Revised	40	40	40		<b>120</b>
<b>Total without overlap</b>			<b>Current</b>	<b>147 080</b>	<b>141 750</b>	<b>137 080</b>	<b>0</b>	<b>300 473</b>
			<b>Increase/ (decrease)</b>	<b>0</b>	<b>0</b>	<b>11 000</b>	<b>214 100</b>	<b>213 980</b>
			<b>Revised</b>	<b>147 080</b>	<b>141 750</b>	<b>148 080</b>	<b>214 100</b>	<b>514 453</b>

**Cost breakdown**

<b>TABLE 2: COST BREAKDOWN OF THE REVISION ONLY (USD)</b>					
	<b>CSP outcome 1</b>	<b>CSP outcome 2</b>	<b>CSP outcome 3</b>	<b>CSP outcome 4</b>	<b>Total</b>
<b>Focus area</b>	<b>Crisis response</b>	<b>Resilience building</b>	<b>Resilience building</b>	<b>Crisis response</b>	
Transfers	20 771 081	0	0	1 232 360	<b>22 003 441</b>
Implementation	1 531 987	0	0	0	<b>1 531 987</b>
Adjusted direct support costs					2 069 035
<b>Subtotal</b>					<b>25 604 436</b>
Indirect support costs (6.5 percent)					1 581 038
<b>Total</b>					<b>27 185 502</b>

<b>TABLE 3: OVERALL COUNTRY STRATEGIC PLAN COST BREAKDOWN, AFTER REVISION (USD)</b>					
	<b>CSP outcome 1</b>	<b>CSP outcome 2</b>	<b>CSP outcome 3</b>	<b>CSP outcome 4</b>	<b>Total</b>
<b>Focus area</b>	<b>Crisis response</b>	<b>Resilience building</b>	<b>Resilience building</b>	<b>Crisis response</b>	
Transfers	65 391 707	51 819 100	2 250 000	6 403 018	<b>125 863 824</b>
Implementation	5 742 550	4 977 957	596 866	43 125	<b>11 360 498</b>
Adjusted direct support costs	6 216 268	4 863 521	240 797	561 750	<b>11 882 435</b>
<b>Subtotal</b>	77 350 625	61 660 577	3 087 662	7 007 892	<b>149 106 757</b>
Indirect support costs (6.5 percent)	5 027 791	4 007 938	200 698	41 831	<b>9 278 257</b>
<b>Total</b>	<b>82 378 415</b>	<b>65 668 515</b>	<b>3 288 361</b>	<b>7 049 723</b>	<b>158 385 014</b>