

# **Evaluation of General Food Assistance (GFA) activities in LIBYA from 2017 to 2019**

Decentralized Evaluation Terms of Reference

WFP LIBYA Country Office



World Food  
Programme

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**Terms of Reference**  
**EVALUATION of**  
**WFP's General Food Assistance in Libya from 2017 to 2019**  
**Commissioned by the WFP Libya Country Office**

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## 1. Introduction

1. These Terms of Reference (TOR) are for the evaluation of WFP's General Food Assistance (GFA) activities in Libya. This evaluation is commissioned by WFP Libya Country Office (CO) and will cover the period from January 2017 to December 2019 where GFA has been operational (see annex 1 operational map). The final report is expected to be delivered by the Evaluation Team (ET) in May 2020, and publicly shared along with WFP Libya CO's management response in June 2020. The purpose of this decentralized evaluation (DE) is to assess if the GFA activity has been successfully implemented and to draw on learnings for the formulation of WFP Libya's strategic and operational direction in the country, as well as to ensure transparency and accountability towards stakeholders.
2. This TOR was prepared by WFP Libya CO in collaboration with the Regional Bureau RBC based upon an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold. Firstly, it provides key information to the evaluation team and helps guide them throughout the evaluation process; and secondly, it provides key information to stakeholders about the proposed evaluation.

## 2. Reasons for the Evaluation

3. The reasons for the evaluation being commissioned are presented below.

### 2.1. Rationale

4. This will be the first activity evaluation of WFP's activities at a country-level since WFP has been operational in Libya. The evaluation will look at the full programme cycle of the General Food Assistance (GFA), including the complementary interventions implemented. It will assess the performance of the programme, intended/unintended results and reasons behind them to draw lessons, derive good practices and pointers for lessons learned. It will cover the relevance, appropriateness, coherence, efficiency, effectiveness and sustainability of the activity. Under sustainability criteria, the Country Office intends to especially assess the Emergency School Feeding (SF), potential for upscale and WFP's entry point into more development-/peace-building through the Nexus approaches.
5. The findings and recommendations of the Decentralized Evaluation will be used for refining the programme implementations. In addition to, adjusting as well as inform designing a new complementary activity for the upcoming Interim Country Strategic Plan.

### 2.2. Objectives

6. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning. The evaluation is conducted with the aim to feed into the formulation of WFP's operational and strategic direction in Libya, and therefore geared more towards the learning objective specifically to explore scalability of SF projects.
  - **Accountability** – The scale of the humanitarian response to the crisis in Libya comes with high internal and external demand for information. Publicly shared and actively involving a wide range of stakeholders including donor countries, the evaluation will report on achievements, identify areas of improvement and contribute to the discussion on WFP's strategic and operational direction in the country. Hence, ensuring WFP's credibility, increasing accountability to donors, and enhancing gender-sensitive accountability to beneficiaries.

- **Learning** – The evaluation will determine the reasons why and how certain results occurred the way they did; and draw lessons, derive good practices and pointers for learning from them. It will provide evidence-based findings to inform operational and strategic decision-making. In addition to publishing the evaluation report, findings will be actively disseminated through debriefings and lessons will be incorporated into future programme design and implementation.

7. The specific objectives of this evaluation are to:

- **Generate evidence** of positive and negative, intended or unintended results of WFP’s GFA interventions throughout its full programme cycle, with an additional focus on complementary activities under the ICSP, including the SF and commodity vouchers pilot initiatives.
- **Improve effectiveness** of WFP interventions in Libya by determining the reasons of observed success/failure and draw lessons from experience to produce evidence-based findings that will allow the CO to make informed decisions about specific interventions that should be undertaken to promote these success factors in a cost-effective, focused and systematic way. Findings will also inform the potential of scaling up the complementary pilot interventions.
- Provide an analysis on how WFP interventions contribute to the long-term objectives and collaboration with the local authorities towards peace-building and social cohesion.

### 2.3. Stakeholders and Users

8. A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and some of these will be asked to play a role in the evaluation process including the participants of the WFP projects and host communities, the host government, the UNCT and development partners in Libya. Table 1 below provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the Inception phase.

Accountability to affected populations (AAP), is tied to WFP’s commitments to include beneficiaries as key stakeholders in WFP’s work. As such, WFP is committed to ensuring gender equality and women’s empowerment (GEWE) in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups. i.e. female- and male-headed households of internally displaced people and host community settings, and among the groups receiving different levels of assistance (extremely vulnerable, vulnerable, and non-beneficiaries).

**Table 1: Preliminary Stakeholders’ analysis**

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
<b>INTERNAL STAKEHOLDERS</b>	
<b>Libya Country Office (CO)</b>	Responsible for the country level planning and operations implementation, WFP Libya has a direct interest in the evaluation in learning from experience to inform decision-making. The evaluation is for example expected to inform the drafting of the next ICSP. The CO is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its operation.

<b>Regional Bureau (RB) [Cairo]</b>	Responsible for both oversight of COs and technical guidance and support, the RB management and technical units such as Gender and SF has an interest in an independent/impartial account of the operational performance as well as in learning from the evaluation findings that could applied to other country offices. The Regional Evaluation Officer will support Libya CO to ensure quality, credibility and usefulness of the DE. The Regional Evaluation Officer is also member of the Evaluation Committee and Evaluation Reference Group.
<b>WFP HQ [Programme Policy Units in Headquarters]</b>	WFP HQ technical units are responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes, activities and modalities, as well as of overarching corporate policies and strategies. They also have an interest in the lessons that emerge from evaluations, as many may have relevance beyond the geographical area of focus. Relevant HQ units should be consulted from the planning phase to ensure that key policy, strategic and programmatic considerations are understood from the onset of the evaluation.
<b>Office of Evaluation (OEV)</b>	OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralised evaluation stakeholders as identified in the evaluation policy.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Board, but its findings may feed into thematic and/or regional syntheses and corporate learning processes.
<b>EXTERNAL STAKEHOLDERS</b>	
<b>Beneficiaries</b>	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
<b>Government</b>	The Government of Libya Ministry of Social Affairs and Ministry of Education have direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results.
<b>UN Country team</b>	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that the GFA, as one of the largest UN activities in the region, is effective in contributing to the UN concerted efforts.
<b>Non-Governmental Organizations (NGOs)</b>	For the implementation of the GFA, WFP partners with several national NGOs and International NGOs who are implementing WFP's activities in the country, to which results of the evaluation will be of interest.
<b>Donors</b>	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and

	if WFP's work has been effective and contributed to their own strategies and programmes. An overview of donor contributions of the GFA 2017 to 2019 is provided in Annex 6
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9. The primary users of this evaluation will be:

- The WFP Libya will use the evaluation alongside other sources of information to create a solid basis for decision-making related to programme design and implementation and informing the upcoming Interim Country Strategic Plan.
- Given the core functions of the Regional Bureau (RB), the RBC is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight to WFP Libya and other COs.
- WFP HQ may use evaluations for wider organizational learning and accountability;
- OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses as well as for annual reporting to the Executive Board.
- RBC will capitalize on findings to draw lessons learned and contribute to the regional learning from evaluations, in agreement with the feedback from Country Directors and technical staff in Cos;

### 3. Context and subject of the Evaluation

#### 3.1. Context

10. Libya went through a dramatic internal political and military crisis following the overthrow of the previous government in 2011. Prior to the conflict Libya was ranked as an upper-middle-income country with an estimated population of 6.2 million. It was almost in the top five percentile of the Poverty and Hunger Index, with only 1.8 percent of the population undernourished, 5.7 percent of children underweight, and a 1.6 percent under-five mortality rate<sup>1</sup>. According to the 2014 UNDP Humanitarian Development Report, it ranked 55 out of 185 with a score of 0.784. On the Gender Inequality Index, Libya ranked 40 out of 151 countries and had a score of 0.2. Women outnumber men in tertiary education.

In July 2014, Libya witnessed the most serious outbreak of armed conflict since 2011, involving rival militias and the Libyan National Army. This has aggravated tribal tensions and fuelled the growing influence of extremist groups. Fighting remains intense between troops and militias supported by two competing governments, the General National Council (GNC) based in Tobruk and the House of Representatives (HoR) in Tripoli. In recent months, forces affiliated with the Islamic State of Iraq and the Levant (ISIL) within Libya have also been consolidating their presence across the country. ISIL controlled the northern city of Sirte, the surrounding areas, including a power plant, a military airbase and a civilian airport.

11. In January 2015, the United Nations initiated a series of political discussions focused on creating a national unity government and agreements on security arrangements. The political dialogue has continued throughout 2015, with a majority of GNC and HoR members supporting a Libyan Political Agreement (LPA) in principle, but no formal agreement has been signed to date. On 17 December 2015, the United Nations facilitated the signing of the Libyan Political Agreement to end the hostilities and bring unity to national institutions. It established a nine-member all-male

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<sup>1</sup> IFPRI, 2013 <http://www.ifpri.org/publication/2013-globalhungerindex>

Presidency Council of the Government of National Accord in Tripoli, but rivalries and parallel institutions continue to impair the agreement's effectiveness.

12. Attacks on the commercial port in Benghazi were reported to have affected critical food import routes. The subsequent disruption of food supplies has contributed to a significant rise in staple food prices, with the prices of wheat flour, rice and sugar having more than tripled since mid-2014. In Derna (East) and Sabha (South), the price of wheat flour has increased by 500 per cent and 350 per cent respectively compared to the pre-crisis period<sup>2</sup> Increasing prices pose particular challenges for vulnerable households, especially IDPs that already spend a large share (46 percent) on average of their expenditure on food, according to the June 2015 Libya Multi Sector Nutrition Assessment (MSNA).
13. The Libya MSNA undertaken in June 2015 found 2.44 million people need humanitarian assistance and protection. Of these, 1.2 million people are at risk of food insecurity as their livelihoods have been significantly affected by various shocks, including loss of employment, delay in salary payment, and the lack of access to public social safety-nets. This population has minimal adequate food consumption without engaging in irreversible coping strategies, and is unable to afford some essential non-food expenditures, despite receiving some limited non-food assistance from humanitarian agencies.
14. Available pre-crisis nutritional data (2008-2012) suggest that under-nutrition in Libya is a low to medium public health concern, according to the World Health Organization (WHO): four percent of children under five were underweight, four percent with acute malnutrition (low prevalence) and 21 percent stunted (medium prevalence), and 22.4 percent were overweight. A national survey (2008-2009) revealed that over 63 percent of Libyans adults were either overweight or obese. Obesity was almost two times more common among Libyan women than men (40 percent and 21 percent respectively), probably due to a combination of factors including a more sedentary lifestyle, higher attendance to social gatherings associated with consumption of food and others.

There is very little updated data available on micronutrient deficiencies in both Libyan children and adults. Anaemia in non-pregnant women (15-40 years old) was at 23.5 percent and 20.3 percent in children 0-59 months, in 2011; while the prevalence of Iodine Deficiency Disorders is considered mild in several countries of the region including Libya.

Although the pre-crisis nutritional data indicate very low levels of under-nutrition, the key macroeconomic factors that contributed to ensure Libya's high standards of food security have been dramatically affected by the current crisis. When all factors are considered: low agricultural production, high levels of import dependency, disrupted trade routes, loss of oil revenues, collapse in public safety nets and state services, escalating food prices, loss of employment and decreased income, and limited access to liquidity; it is easy to understand that should the situation of volatility and insecurity continue, the number of affected people in need of food assistance will increase. Food insecurity will not only affect displaced populations, but potentially populations stranded in conflict areas and other parts of Libya.

15. In November 2016, a rapid food security assessment found that 24 percent of all internally displaced households were food-insecure, and 62 percent were at risk of becoming so. Internally displaced persons in western Libya had higher rates of food insecurity, reaching 58 percent in Bani Walid (Misrata). A lack of family and other informal social networks may contribute to the greater susceptibility to high levels of food insecurity in internally displaced households as the assessment found that the people displaced the furthest from their homes had considerably higher reduced coping strategy scores than other displaced persons. Among displaced

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<sup>2</sup> World Bank, November 2015.



populations, households headed by women are more likely to be food-insecure because women are often unemployed and have no source of income.

Negative coping strategies were common and severe. Almost 69 percent of internally displaced households and 58 percent of resident households adopted a consumption-based coping strategy.<sup>3</sup> Surveys indicate differences in coping strategies between men-headed and women-headed households. In particular, men-headed households tend to rely on the use of less expensive food, smaller portion sizes and the restriction of adults' consumption in favour of children, while women-headed households reduce the number of meals eaten per day.

16. Despite the signing of the Libyan Political Agreement in December 2015, which aimed to end hostilities and bring unity to the country, conflict, rivalries, and parallel institutions continue to hinder positive steps, enshrined in the agreement. Political instability has led to financial crisis, currency devaluation, and the inflation of food and fuel prices. While most families report that food is generally available, rising food prices and inability to access cash, due to state liquidity, have affected their access to food.
17. In 2018, according to the Human Development Index Libya was ranked 108th and is listed by the World Bank as a fragile state. The crisis has adversely affected 2.4 million people, about 40 percent of the population with differentiated impacts by region, ethnic group, gender and age. More than 0.82 million people are found in need of humanitarian assistance, including 413,000 migrants, refugees and asylum seekers, 97,000 IDPs, 165,000 returnees and 148,000 non-displaced persons<sup>4</sup>. Most of the people in need are men and boys (approximately 66 percent), while children make up one third of those needing assistance.
18. Deteriorating socio-economic conditions significantly affected the lives of unaccompanied children, with child-labour and child recruitment by militia groups among the most serious protection concerns of the humanitarian community. Marginalised groups, such as adolescent girls, continue to be at risk of early or forced marriage, negating possibilities for upwards social mobility including access to education.
19. In 2019, according to the Humanitarian Needs Overview (HNO), more than 823,000 people need humanitarian assistance in Libya, including 543,000 men and 280,000 women; of the overall total, 248,000 are children. 2018 MSNA identified 12 percent of Libyan households as food insecure, while a substantial 70 percent of households being vulnerable to food insecurity. Food assistance to the most vulnerable populations remains critical in order to prevent an increase in negative coping strategies, such as begging borrowing of money, further exacerbating an already situation. WFP and the humanitarian community continue to work towards the re-establishment of basic services, as the peace process moves forward.
20. For Libya's mainly urban population, access to food is determined by household income as domestic food production is negligible. Hence, there is a direct correlation between food security and the reliability of salary payments, access to liquidity from the banking system, the purchasing power of the Libyan dinar and food prices. An estimated 85 percent of the Libyan workforce is still employed by public institutions<sup>5</sup> so public sector salaries are a primary source of income for many people. There is a risk that in the current political deadlock Libya will not be able to restructure its currently unsustainable budget, which could result in bankruptcy, exacerbated inflation and major disruption of the food system and people's access to food.
21. Before the crisis, the Government, through an elaborate social safety net, provided citizens with free health and education, public sector jobs, food and fuel subsidies. Libya had made significant

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<sup>3</sup> Ibid.

<sup>4</sup> United Nations Office for the Coordination of Humanitarian Affairs (OCHA). 2018. *2019 Libya Humanitarian Needs Overview*

<sup>5</sup> OCHA. 2018. *2019 Libya Humanitarian Needs Overview*.

progress in health and education outcomes prior to 2011, with life expectancy rising from 46.9 years in 1970 to 71.6 years<sup>6</sup> in 2010 and literacy rates in the latter year standing at 89.5 percent among adults and 99.5 percent among young people<sup>7</sup>. The gender gap in literacy narrowed in 2010, but literacy rates were still higher among men and boys, at 96 percent, than women and girls, at 83 percent.

22. Women's position in society has deteriorated since Libya's revolution in 2011 despite women's active role in the revolution. In 2012, 33 women were elected to Libya's General National Congress, constituting 16.5 percent of the representatives. Faced with a conservative backlash, however, Libyan women increasingly lack access to political participation and are underrepresented in formal state institutions. Politically active women have been subject to violent attacks. A lack of data for the community and household levels makes it impossible to provide an accurate portrayal of how the conflict has affected gender roles and relations in the private sphere. Insecurity, threats and acts of violence against women and girls are often presented as a reason for the increasing restrictions and control of women's mobility by their families and the increasing social constraints in relation to public engagement that women throughout Libya are facing.
23. In 2015, Libya ranked 38th of 159 countries in the Gender Inequality Index. In education, 65.7 percent of adult women have reached at least a secondary level of education compared with 44.2 percent of men. Despite this, only 27.8 percent of women participate in the labour market compared with 78.7 percent of men.<sup>8</sup> Women's participation in public life is restricted, limiting their economic, social and political activities. Problems are compounded by the protracted conflict, widespread gender-based violence, restrictions on mobility and declining economic opportunities, all of which have differential impacts on the lives of women, men, girls and boys.
24. Restrictions imposed in the post-conflict period by the Government exacerbated gender inequalities and limited women's participation in social and economic activities and their financial independence<sup>9</sup>. Restrictions were placed on women's education and hence on their employment opportunities, with women being allowed access to education only in the fields of health care, administration and light industrial work<sup>10</sup>.
25. The promotion of women's empowerment, peace and security in accordance with United Nations Security Council Resolution 1325<sup>11</sup> is extremely challenging given the deep divisions along political, geographic, religious and ethnic lines. Although sex- and age-disaggregated data are not available, insecurity arising from the conflict in Libya is deeply gendered. The violence is largely carried out by men against other men, and men are also the main targets for abductions and arrests. However, the humanitarian needs overview conducted in 2017 revealed high levels of sexual and gender-based violence and violations of the rights of children and women, including beatings, psychosocial abuse and denial of education and economic opportunities. Elderly people, persons with disabilities, women and children are the most vulnerable to sexual and gender-based violence.

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<sup>6</sup> 69.1 years for men and 74.5 years for women. <https://data.worldbank.org/country/libya>.

<sup>7</sup> Devarajan, S. and Mottaghi, L. 2017. *The Economics of Post-Conflict Reconstruction in MENA*. Middle East and North Africa Economic Monitor, April 2017. World Bank. <https://openknowledge.worldbank.org/handle/10986/26305>.

<sup>8</sup> United Nations Development Programme. 2018. *Human Development Indices and Indicators: 2018 Statistical Update*. Briefing note on Libya. [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/LBY.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/LBY.pdf)

<sup>9</sup> Gender Concerns International. *The Situation of Women in Libya*. <http://www.genderconcerns.org/country-in-focus/libya/the-situation-of-women-in-libya/>.

<sup>10</sup> *Ibid.*

<sup>11</sup> United Nations Security Council. 2000. *Resolution 1325 (2000)*. <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>.

### 3.2. Subject of the evaluation

26. As of 05 December 2014, WFP's intervention in Libya has been categorized as a Level 2 response.
27. In January 2016, Emergency Operation (EMOP) 200925 was launched to provide life-saving access to food for vulnerable populations. The EMOP has since undergone five budget revisions and ended in December 2018. The EMOP delivered food assistance through the provision of targeted general food assistance focusing on the Strategic Objective 1: end hunger by protecting access to food. The project contributes to the United Nations Sustainable Development Goal 2 on achieving Zero Hunger.
28. The objective of WFP assistance was to support: i) the most affected and vulnerable people including IDPs and returnees whose food security has been compromised due to recent displacement, multiple displacements and/or who live in collective public places, with priority given to households headed by women, identified as one of the most vulnerable populations; and ii) in close collaboration with the United Nations High Commissioner for Refugees (UNHCR), refugees and asylum seekers who are in urgent need of food assistance. The EMOP was ended on 31 December 2018.
29. In 2018, WFP reached 162,000 beneficiaries in 19 locations in 11 governorates. As the WFP Libya operation is managed remotely from Tunis, Tunisia, WFP relies on Cooperating Partners (CPs) to carry out food distributions. However, few reliable CPs were operating inside Libya. The EMOP was implemented through two CPs – STACO, which operated in the west and south, and LibAid operated in the east.
30. In January 2019, WFP Libya launched Interim Country Strategic Plan (ICSP) 2019 to 2020 where it implements activity to Provide assistance to food-insecure and vulnerable people in Libya, including schoolchildren, and pilot complementary interventions that improve food security and nutrition under the “Strategic Outcome 1: Crisis-affected vulnerable populations in Libya, including schoolchildren, have access to sufficient and nutritious food during and in the aftermath of crises” of the current ICSP.

During the implementation of the ICSP in 2019, WFP assisted IDPs in cooperation with local crisis committees, the Ministry of Internally Displaced Persons and cooperating partners. WFP responded to population movements and will identify and assist vulnerable internally displaced persons as needs arise. Support for IDPs is expected to decrease progressively throughout years 1 and year 2, while support for vulnerable non-displaced Libyan households is expected to increase progressively as WFP offers timely and regular assistance in lieu of a fully functioning government system.

31. Food assistance programme to vulnerable groups is based on the 2019 Humanitarian Response Plan (HRP), which identifies 0.82 million people as continuing to require humanitarian assistance. This number includes 298,000 food-insecure people of whom 74,000 are internally displaced persons and returnees, 107,000 are non-displaced people and 117,000 are migrants, refugees and asylum seekers. WFP undertaken a systematic gender and age analyses with a view to tailoring responses to the needs of women, men, girls and boys, including persons with disabilities, and to mainstreaming gender equality considerations.
32. Given the extremely volatile situation in Libya, WFP introduced in cooperation with Ministry of Education an emergency SF programme under the umbrella of General Food Assistance activity as a means of ensuring children's access to food in times of crisis and enhancing diets through increased micronutrient intake. The SF pilot started in July 2019 targeting 58 schools in 4 districts across the Southern region of Libya. A baseline survey was conducted in April 2019 prior to the commencement of the programme. The survey is designed to measure absenteeism and

conditions in schools and provide baseline for school meals interventions that aims to reduce absenteeism.

33. The assistance considers protection and safety issues and, where possible, assistance is delivered in ways that contribute to beneficiaries' broader protection. If the situation improves, schools can serve as platforms for the introduction of broader changes because schools are where many of Libya's development objectives converge, including objectives in education, health, gender equality and nutrition. The intervention will lay the groundwork for a wider national SF programme. During the initial stage, school rations will include micronutrient-fortified date bars, which are culturally acceptable and programmatically feasible and can contribute to enhanced micronutrient intake among children.
1. Through the ICSP, WFP intends to make tangible contributions at the humanitarian–Development–peace nexus in Libya. The strategic outcome is aligned with both the 2019 HRP and the UNSF for 2019–2020. Nutrition-sensitive programming, gender transformative approaches and conflict-sensitive design is incorporated throughout the ICSP.
2. **Monitoring and Evaluation:** The Libya CO and its partners monitor the GFA through sex-disaggregated data collection and reporting on three levels:
  - Outcome – Results-level monitoring including: i) the bi-annual Post-Distribution Monitoring (PDM), looking at the development of food security indicators such as Food Consumption Score, Coping Strategy Index among beneficiaries within the different vulnerability strata (by region, by gender of the Head of Household and by different beneficiary groups);
  - Output – Delivery in terms of numbers, such as beneficiaries reached, and metric tons of food distributed. Reported through WFP corporate programme management tool Country Office Tool for Managing (programme operations) Effectively (COMET), from where information feeds into monthly Situation Reports and Country Briefs, as well as the annual Standard Project Report (SPRs) and Annual Country Report (ACR)<sup>12</sup>.
  - Process – Monitoring of the implementation of the GFA consisting of two key components: i) Complaints and Feedback mechanisms, most notably the 'Hotline' function with seven operators consists of male and female working in two shifts to both receive calls 24 hours 7 days a week from WFP activity beneficiaries/participants, and supporting remote monitoring activities through outbound calls; and ii) On-site monitoring conducted by the Third-Party monitoring.
3. The TOR annexes include the operational map covering 2017 to 2019 (annex 1); Evaluation schedule (annex 2); Membership of the Evaluation Committee (annex 3); Membership of the Evaluation Reference Group (annex 4); logical frameworks for EMOP and ICSP (annex 6).

## 4. Evaluation Approach

### 4.1. Scope

4. The DE of WFP Libya's GFA will be limited to time period 2017-2019, and the implementation of the activity under projects EMOP 200925 as well as the current ICSP, there is not much changed in terms of caseload. The evaluation will look at the full programme cycle of the GFA, including the complementary interventions implemented. It will assess the performance of the programme, intended/unintended results and reasons behind them to draw lessons, derive good practices and pointers for learning. It will cover the relevance, appropriateness, coherence, efficiency, effectiveness and sustainability of the activity. Under sustainability, the County Office

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<sup>12</sup> Annual Country Reports (ACR) under the IRM framework.

would like to especially dive into the Emergency SF, potential for upscale and WFP's entry point into more development-/peace-building oriented collective activities with other stakeholders through the Nexus approaches.

5. A preliminary evaluability assessment mission was conducted by the Regional Evaluation Analyst from the Regional Bureau in October 2019, including an introductory meeting with senior staff and Heads of Units where decisions were made regarding the scope and subject of the DE, i.e. to evaluate the GFA as the largest activity of the Libya CO with particular focus on the complementary pilot activity, and to ensure coverage of GEWE and AAP. Initial measures were taken for impartiality and independence through the appointment of an Evaluation Manager, the formation of the Evaluation Committee (EC) and a list of stakeholders to contact regarding membership in the Evaluation Reference Group (ERG) (detailed in Annexes 3 and 4).
6. During the inception phase the Evaluation Team is expected to conduct a critical review of available data and assess if the information is enough to – with support of primary data collection – answer the evaluation questions, including if sex-disaggregation and other measures are enough to cover gender aspects. The review will inform decisions related to the evaluation phase, including the choice of methods and requirements for data collection requirements. The team should if needed refine the below evaluation questions.

**4.2. Evaluation Criteria and Questions**

1. **Evaluation Criteria** As part of the evaluability assessment mission, and in line with consultations with WFP Libya CO management and programme teams the following set of evaluation criteria were identified for this DE: Relevance, Appropriateness, Effectiveness, Efficiency, Coherence, Coverage, and Sustainability.<sup>13</sup> GEWE and protection aspects should be mainstreamed throughout the evaluation and be integrated in the analysis linked to all evaluation questions.
2. **Evaluation Questions** Allied to the evaluation criteria, the evaluation will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of the GFA, which could inform future strategic and operational decisions.

**Table 2: Criteria and evaluation questions**

Criteria	Evaluation Questions
<b>Relevance/Appropriateness</b>	<ol style="list-style-type: none"> <li>1. To what extent was the GFA design and implementation appropriate and <b>relevant to the needs of the assisted population</b> including the most vulnerable population groups?</li> <li>2. Is the GFA programme design and implementation appropriate to the <b>country context</b> (i.e. political stability, security context, population movements, etc.) and has it been adequately adjusted over time?</li> <li>3. To what extent were <b>gender and protection</b> considerations integrated into programme design/implementation and reviewed?</li> </ol>

<sup>13</sup> For more detail see: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> and <http://www.alnap.org/what-we-do/evaluation/eha>

	<ol style="list-style-type: none"> <li>4. Are WFP's mechanisms for <b>accountability towards affected populations</b> appropriate, accessible and safe, and accountability towards other stakeholders adequate?</li> <li>5. How did WFP analyse and manage strategic, programmatic and operational risks and opportunities, e.g. linked to contextual changes, donor strategies?</li> </ol>
<b>Effectiveness</b>	<ol style="list-style-type: none"> <li>1. To what extent were the outputs and outcomes of the GFA achieved, and what were the major internal and external factors influencing the achievement or non-achievement of those outcomes?</li> <li>2. Are there any unintended positive and/or negative short-, medium- and/or longer-term effects of the GFA on the targeted population, non-beneficiaries?</li> <li>3. Has the GFA positively contributed to prevent or mitigate any protection risks occurring for the affected population?</li> <li>4. Are the targeting, transfer modality choices and value of the assistance based on sound analyses and being implemented accordingly?</li> <li>5. What is the potentiality for the upscale of the complementary SF pilot?</li> <li>6. To what extent the SF pilot was effective against the expected results and any aspect of unintended benefits?</li> </ol>
<b>Efficiency</b>	<ol style="list-style-type: none"> <li>1. Has WFP efficiently implemented the GFA in terms of delivering timely and reliable services to beneficiaries while sufficiently managing costs, suppliers, partnerships etc.?</li> <li>2. Did the targeting of the intervention mean that resources were allocated efficiently by activity type: i.e GFA versus SF?</li> <li>3. What were the external and internal factors influencing efficiency?</li> </ol>
<b>Coherence</b>	<ol style="list-style-type: none"> <li>1. Is the GFA aligned with national strategies and priorities including the Humanitarian Response Plan (HRP) and United Nations Strategic Framework (UNSF)?</li> <li>2. To what extent was the intervention design and delivery overall in line with humanitarian principles including protection, gender equality and women empowerment?</li> <li>3. Did WFP adequately engage and coordinate with collective decision-making within the UN system to promote a principled and coherent approach to the humanitarian response?</li> </ol>
<b>Coverage</b>	<ol style="list-style-type: none"> <li>1. Were the humanitarian needs of key target groups (men and women, boys and girls) met by the intervention i.e GFA and SF?</li> <li>2. To what extent has access impeded WFP's assistance i.e GFA and SF to affected populations in far flung areas?</li> <li>3. Was WFP's assistance i.e GFA and SF provided proportionally according to the needs within the context? OR different geographical areas or groups of populations affected differently receive assistance according to their needs?</li> <li>4. Was WFP's assistance i.e GFA and SF provided consistent with that provided by others (duplication/gaps)?</li> </ol>

<b>Sustainability</b>	<ol style="list-style-type: none"> <li>1. To what extent did the intervention link to any transition strategies towards development goals?</li> <li>2. To what extent does the SF pilot serve as a ground work for a wider national school meals programme?</li> </ol>
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### 4.3. Data Availability

3. The following are the main sources of information available to the evaluation team. The sources provide both quantitative and qualitative information, however the list below is not exhaustive and additional information may be provided based on availability:
  - Regular Monitoring data set including data process, output and outcome level data.
  - Monthly Monitoring dashboards (Process monitoring data is gathered for all project sites on monthly basis and outcome-monitoring data is gathered through post-distribution monitoring. Disaggregated data on gender and age is captured through output and outcome monitoring).
  - 2017, 2018 and 2019 Post Distribution Monitoring annual reports.
  - Vulnerability Assessment and Mapping (mVAM) reports.
  - School Feeding baseline report (April 2019) and follow up comparison report (December 2019) will be available.
  - Food Security Assessments are available such as 2018 MSNA report; The Migration Pulse: Sudanese Migrants and Refugees in Libya 2019; The Migration Pulse: Piloting Innovative Web Surveys in Libya 2019; The Migration Pulse: Understanding the needs and food security situation of migrants in Libya 2019.
4. The evaluation team will have access to the corporate externally available documents such as the ICSP, the EMOP, the 2017 and 2018 Standard Project Report (SPR) and the Annual Country Report (ACR) for 2019. In addition, they will have access to the WFP corporate guidance's from HQ and RB. Other CO-produced or commissioned sources of information, such as project documents and budgets, Standard Operating Procedures, the 2017 Gender Analysis and Programme review, and the 2018 Inter-Sectorial Capacity assessment report.
5. The WFP Libya will also provide the evaluation team with the programme planning documents, the Field Level Agreements (FLAs), reports from the Cooperating Partners (CPs).
6. WFP Libya has a plan to conduct a Protection Risk Assessment in December 2019 for WFP beneficiaries targeting all types of beneficiary group. The findings and final report will be made available for evaluation.
7. Concerning the quality of data and information, the evaluation team should:
  - a. assess data availability, reliability and limitations as part of the inception phase expanding on the information provided in section 4.3. This assessment will inform the primary data collection plan.
  - b. systematically checks accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data.
  - c. Identify eventual data gaps at inception phase and design data collection tools accordingly to be able to collect the needed indicators for the Evaluation Matrix.

### 4.4. Methodology

8. The methodology will be designed by the evaluation team during the inception phase, in line with the following criteria:

- a. Employ the relevant evaluation criteria above.
  - b. Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (stakeholder groups, including beneficiaries, etc.)
  - c. Using mixed methods (quantitative, qualitative, participatory etc.) to ensure triangulation of information through a variety of means. This will also help achieve a thorough understanding of the different design, operational, or contextual factors that may have fostered or hindered the achievement of the interventions' results.
  - d. In order to elicit information from various stakeholders including assisted population, sampled communities and other stakeholders, separate tools will be applied to various primary sources of information.
  - e. The data collection tools and sampling methodologies should ensure availability of gender and age disaggregated data, and relevant triangulations to ensure voices of both men and women are included.
  - f. Account for comparisons with existing information collected throughout the programme cycle.
  - g. Apply an evaluation matrix geared towards addressing the key evaluation questions considering the data availability challenges, the budget and timing constraints.
  - h. Ensure using mixed methods that women, girls, men and boys from different stakeholder's groups participate and that their different voices are heard and used.
  - i. Consider WFP's approach to protection and AAP, as per, respectively, WFP's Policy on Humanitarian Protection and WFP strategy on AAP.
9. The following potential risks to the methodology have been identified:
- a. The political and security situation in Libya during the time of data collection will determine our access to the field and beneficiaries. These constraints can be mitigated through the following measures:
    - i. During the inception mission, the evaluation team is expected to visit the country office operating remotely from Tunisia, and key stakeholders based in Tripoli can be invited to Tunisia for participation.
    - ii. Early preparations of logistics related to the data collection mission to take place, to mitigate possible delays (i.e. visa applications, travel arrangements for evaluation team and relevant stakeholders)
    - iii. In case of limited access to the field and beneficiaries due to security considerations, concerned partners and beneficiaries can be invited to the UN premises in Tripoli for interviews or focus group discussions.
    - iv. Remote and innovative data collection methodologies and tools can be used, such as those provided by ONA, which WFP has access to.
  - b. Additional risks related to the methodology include the availability of key competencies required for the Evaluation Team, availability and competing interests of ERG members, and potential gaps in data that cannot be covered through primary data collection during the evaluation mission. In order to mitigate these risks, some flexibility with regards to the timeline and means of data collection including remote solutions is accounted for. Regular online meetings between the Evaluation Manager and representatives of the Evaluation Team will be held throughout the process, to address potential challenges at an early stage.
10. Mechanisms to ensure the independence and impartiality of the decentralized evaluation include the hiring an impartial third-party Evaluation Team without any linkages to the design or implementation of the GFA and with full access to information, as well as the formation of the EC and the ERG. The EC members hold key competencies relevant to the GFA, while the ERG will



include internal and external experts, including a gender expert. The two groups will review and comment on the key deliverables throughout the evaluation; the TOR, the inception report and the evaluation report.

11. A detailed data analysis plan will be laid out by the evaluation team during the inception phase that will state how the data collected will be converted into meaningful findings resulting in relevant recommendations. The data analysis plan will be guided by the four humanitarian principles of humanity, neutrality, impartiality and independence. The analysis plan will also include a gender analysis and the findings for which will be included in the evaluation conclusions and recommendations which will be subsequently followed upon to improve gender performance.

#### **4.5. Quality Assurance and Quality Assessment**

12. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's evaluation quality assurance system (EQAS) and is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.
13. DEQAS will be systematically applied to this evaluation. The WFP Evaluation Manager will be responsible for ensuring that the evaluation progresses as per the [DEQAS Process Guide](#) and for conducting a rigorous quality control of the evaluation products ahead of their finalization.
14. WFP has developed a set of [Quality Assurance Checklists](#) for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant Checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.
15. To enhance the quality and credibility of this evaluation, an outsourced quality support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft inception and evaluation report (in addition to the same provided on draft TOR), and provide:
  - a. systematic feedback from an evaluation perspective, on the quality of the draft inception and evaluation report;
  - b. recommendations on how to improve the quality of the final inception/evaluation report.
16. The evaluation manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception/ evaluation report. To ensure transparency and credibility of the process in line with the [UNEG norms and standards](#)<sup>14</sup>, a rationale should be provided for any recommendations that the team does not take into account when finalising the report.
17. This quality assurance process as outline above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.
18. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on

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<sup>14</sup> [1] [UNEG](#) Norm #7 states "that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability"

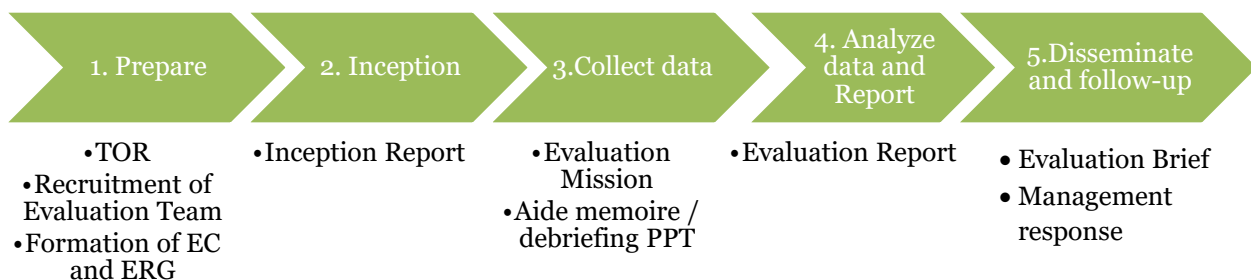
disclosure of information. This is available in [WFP's Directive CP2010/001](#) on Information Disclosure.

- All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

## 5. Phases and Deliverables

- The evaluation will proceed through the following phases. The deliverables and deadlines for each phase are as follows:

**Figure 1: Summary Process Map**



- Preparatory phase (March 2020):** The engagement of the Evaluation Manager (EM) in consultations with the CO management and programme team to frame the key evaluation objectives and conduct relevant background research to draft the ToRs and subsequently select and contract the Evaluation Team (ET). The formation of the EC and ERG will be finalized and provisions for impartiality/independence laid out during this stage. The EM will also prepare a document library to be shared with the evaluation team and layout the communication plan. (Deliverables: approved ToRs, commissioned ET)
- Inception phase (mid-Mar to early May 2020):** The ET is responsible for conducting a comprehensive desk review of available data. The team should timely inform the EM about any identified information gaps to be addressed. An inception mission to WFP's country office, operating remotely from Tunisia, is expected to take place mid-January. Based on the overall assessment, the team should prepare a draft inception report detailing the evaluation operational plan and methodology. Upon completed quality assurance mechanisms, the team will finalise the inception report, which is expected to be delivered in Microsoft Word-format in early March 2020.
- Data collection phase (June 2020):** The ET will conduct both field-level and remote data collection, based on the security situation in Libya in March and on what will be agreed upon during the inception phase. The team will communicate regularly with the Evaluation Manager to prepare for the mission, including site visits, meetings with internal and external stakeholders. This will be followed by a preliminary analysis and a debriefing of the preliminary findings and learnings by the ET in WFP's CO located in Tunisia, expected at end March 2020. (Deliverables: Aide Memoire and De-briefing Power Point)
- Data analysis and reporting (July 2020):** Further analysis and triangulation of data will take place. The Evaluation Team is expected to deliver a final evaluation report in May 2020, based on the draft version feedback received following completion of the quality assurance protocol.

24. **Dissemination and follow-up (June 2020):** Following the finalization of the report, the ET should be available to present the final report in Tunisia. In addition, the ET is expected to develop a user-friendly summary document of the evaluation report focusing on interesting findings, best practice, lessons learned and way forward. Within the month following delivery of the final report, WFP Jordan CO is responsible to prepare their management response. The final ER is disseminated to all relevant stakeholders and is published on WFP's external website along with the corresponding management response.
25. Refer to evaluation schedule in Annex 2.

## **6. Organization of the Evaluation & Ethics**

### **6.1. Evaluation Conduct**

26. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with WFP Libya CO and Evaluation Manager. The team will be hired following agreement with WFP on its composition.
27. The Evaluation Committee as well as the Evaluation Reference Group will ensure independence and impartiality at all stages of evaluation. The Evaluation manager is a WFP staff member not involved in direct implementation of the intervention. The evaluation will be conducted during period October 2019 – June 2020, see detailed schedule in Annex 2
28. The evaluation team will not have been involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the [code of conduct of the evaluation profession](#).
29. The evaluation team will be required to ensure all ethical considerations in line with the UNEG norms and standards. The team will be required to exercise independent judgment, impartiality and credibility at all stages of evaluation. Moreover, the team will be accountable for maintaining honesty in the estimated expenditures, timelines and relevant skills and knowledge of participating individuals.
30. The evaluation team will also be required to ensure protection of subjects that are interviewed by safeguarding their rights of confidentiality and consent. The team will be mindful of all cultural considerations during data collection such as ensuring that women are part of the data collection team to interact with women participants.

### **6.2. Team composition and competencies**

31. The evaluation team is expected to include 4 members, including an experienced team leader, a senior evaluator, one evaluator and one data analyst. To the extent possible, the evaluation will be conducted by a gender-balanced, geographically and culturally diverse team with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the ToR. At least one team member should have previous WFP experience and be fluent in Arabic language.
32. The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
  - a. Food assistance in humanitarian context;
  - b. Emergency setting in the humanitarian context;
  - c. Different modalities to deliver food assistance, including in-kind and Cash Based Transfer (CBT);
  - d. School meals programmes;

- e. Expertise within areas of Gender Equality and the Empowerment of Women (GEWE), monitoring and Protection;
  - f. Familiarity with the Libyan context;
  - g. At least one of the team members should be fluent in Arabic to ensure quality in primary data collection.
  - h. All team members should have strong analytical skills, communication skills, and evaluation experience.
33. The Team leader will have technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership, analytical and communication skills, including a track record of excellent English writing and presentation skills, fluency in Arabic is highly desirable.
34. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception report, the end of field work (i.e. exit) debriefing presentation and evaluation report in line with DEQAS and revise all deliverables.
35. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
36. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s).
37. Expected deliverables: 1) Inception Report, 2) Evaluation Report, 3) two-page summary evaluation report (both in English and Arabic), 4) PPT for debriefing, 5) Infographic (1 pager)

### **6.3. Security Considerations**

38. Security clearance where required is to be obtained from the Libya CO Security unit.
- As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. Consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
  - Consultants hired independently are covered by the UN Department of Safety & Security (UNDSS) system for UN personnel which cover WFP staff and consultants contracted directly by WFP. Independent consultants must obtain UNDSS security clearance for travelling to be obtained from designated duty station and complete the UN system's Basic and Advance Security in the Field courses in advance, print out their certificates and take them with them.
39. Moreover, to avoid any security incidents, the Evaluation Manager is requested to ensure that:
- The WFP Libya CO registers the team members with the Security Officer on arrival in country. Arranges a security briefing for them to gain an understanding of the security situation on the ground and the related security protocols for travel and overall conduct. The team will also be required to adhere to the cultural practices during their travel and interaction with the stakeholders.
  - The team members observe applicable UN security rules and regulations – as per the WFP country office security guidelines.

## 6.4 Ethics

40. WFP's decentralised evaluations must conform to WFP and UNEG ethical standards and norms. The contractors undertaking the evaluations are responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle (preparation and design, data collection, data analysis, reporting and dissemination). This should include, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.
41. Contractors are responsible for managing any potential ethical risks and issues and must put in place in consultation with the Evaluation Manager, processes and systems to identify, report and resolve any ethical issues that might arise during the implementation of the evaluation. Ethical approvals and reviews by relevant national and institutional review boards must be sought where required.

## 7. Roles and Responsibilities of Stakeholders

42. A wide range of internal and external stakeholder stakeholders will play a role in the evaluation. In the WFP Libya CO:

a- The WFP Libya Country Director Mr. Samer ABDELJABER will take responsibility to:

- Assign an Evaluation Manager for the evaluation: Ariuntuya Tsend-Ayush, M&E Officer.
- Approve the final TOR, inception and evaluation reports.
- Ensure the independence and impartiality of the evaluation at all stages, including establishment of an Evaluation Committee and of a Reference Group (see below and [TN on Independence and Impartiality](#)).
- Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the Evaluation Manager and the evaluation team
- Organise and participate in two separate debriefings, one internal and one with external stakeholders
- Oversee dissemination and follow-up processes, including the preparation of a Management Response to the evaluation recommendations

b- The **Evaluation Manager**: Ariuntuya Tsend-Ayush

- Manages the evaluation process through all phases including drafting this TOR.
- Ensures quality assurance mechanisms are operational
- Consolidates and shares comments on draft TOR, inception and evaluation reports with the evaluation team.
- The evaluation managers have not been involved in the implementation of the GFA activities to be evaluated. The evaluation managers have been involved in developing the monitoring of the activities.
- Ensures expected use of quality assurance mechanisms.
- Ensures that the team has access to all documentation and information necessary to the evaluation; facilitates the team's contacts with local stakeholders; sets up meetings, field visits; provides logistic support during the fieldwork; and arranges for interpretation, if required.
- Organises security briefings for the evaluation team and provides any materials as required

c. An internal **Evaluation Committee (see annex 3)** has been formed as part of ensuring the independence and impartiality of the evaluation. The EC guided the choice of evaluation type, subject and scope, and will review key documents including TOR, inception report and evaluation report.

43. **An Evaluation Reference Group (see annex 4)** has been formed with representation from WFP internal experts from relevant programmatic and technical units, Local ministry, the cooperating partners for the intervention and donor agencies. The ERG members will also review and comment on the draft evaluation products, and act as key informants in order to further safeguard against bias and influence.

44. **The Regional Bureau Cairo**, mainly through Regional Evaluation Officer Luca Molinas will take responsibility to:

- Advise the Evaluation Manager and provide support to the evaluation process where appropriate.
- Participate in discussions and support with in-country mission the evaluation team on the evaluation design and on the evaluation subject as required.
- Provide comments on the draft TOR, Inception and Evaluation reports
- Support the Management Response to the evaluation and track the implementation of the recommendations.

45. **Programme Policy and School Feeding Units in RBC** will take responsibility to:

- Discuss WFP strategies, policies or systems in their area of responsibility and subject of evaluation.
- Comment on the evaluation TOR, inception and evaluation reports, as required.

46. **The Office of Evaluation (OEV)**. OEV, through the Regional Evaluation Officer, will advise the Evaluation Manager and provide support to the evaluation process when required. It is responsible for providing access to the outsourced quality support service reviewing draft ToR, inception and evaluation reports from an evaluation perspective. It also ensures a help desk function upon request.

## 8. Communication and budget

### 8.1. Communication

47. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders in all phases. These will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders. The team will communicate remotely on a regular basis with the Evaluation Manager who will also support requests for remote meetings with stakeholders outside of the data collection phase.

48. The TOR and inception report will be shared internally and externally as per the membership of the EC and the ERG. The final evaluation report will be made publicly available on WFP's external website along with the management response.

49. A communication plan will be developed by the Evaluation team and the Evaluation Manager to share learnings in the most efficient and relevant way. The Communication and Learning Plan should include a GEWE responsive dissemination strategy, indicating how findings including GEWE will be disseminated and how stakeholders interested or those affected by GEWE issues will be engaged.

50. Overall, the evaluation products will be maintained in English language, however certain products including evaluation brief for communities, feedback form for communities, and presentation for

community debriefing will be translated into local languages. Moreover, it will be ensured that these products (meant for information sharing with communities) are simplified and easily understandable.

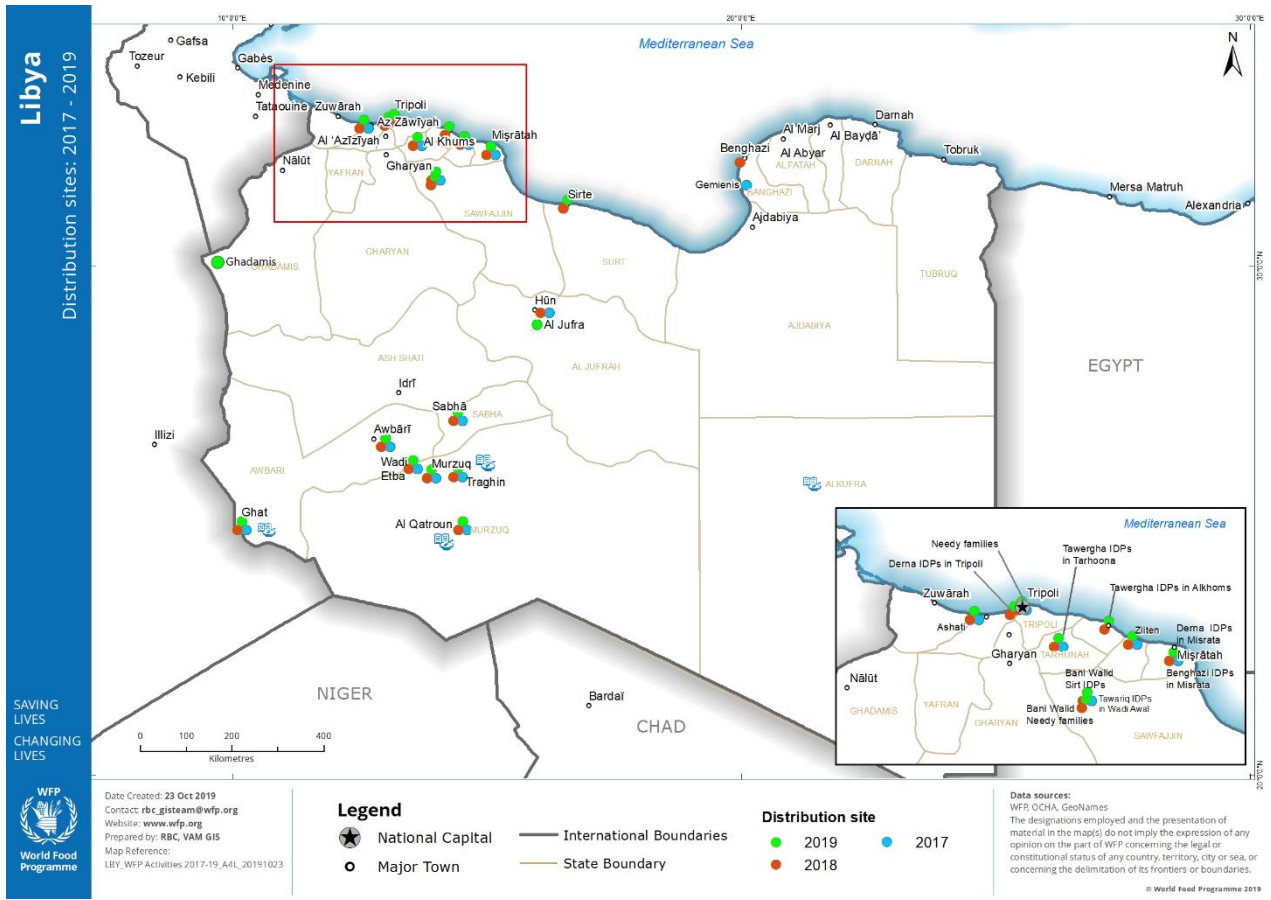
## **8.2. Budget**

51. The evaluation will be financed by the WFP Libya CO and the budget will cover the costs of hiring an external Evaluation Team utilizing the Long-term Agreement option and their related costs including travel, per diem, and field trips. The final budget and handling will be determined upon the option of contracting that will be used and the rates that will apply at the time of contracting. The evaluation budget should not exceed USD 120,000.
52. The budget covers any costs related to production of communication materials, as well as the translation of the Evaluation Brief to Arabic. The final evaluation report is not foreseen to be translated.
53. A total of 30% of evaluation costs will be funded by WFP Libya CO from the ICSP budget, while the remaining 70% is expected to be covered by the Contingency Evaluation Fund (CEF).

Please send any queries to Evaluation Manager Ariuntuya Tsend-Ayush at

[ariuntuya.tsendayush@wfp.org](mailto:ariuntuya.tsendayush@wfp.org)

# Annex 1 GFA Operational Map covering 2017 to 2019





## Annex 2 Evaluation Schedule

Phases, Deliverables and Timeline		Key Dates
<b>ET</b>	<b>Phase 1 - Preparation</b>	<b>Up to 9 weeks</b>
	Desk review, draft of TOR and quality assurance (QA) using ToR QC	
	Sharing of draft ToR with outsourced quality support service (DE QS)	
	Review draft ToR based on DE QS feedback	
	Circulation of TOR for review and comments to ERG, RB and other stakeholders (list key stakeholders)	
	Review draft ToR based on comments received	
	Submits the final TOR to the internal evaluation committee for approval	
	Sharing final TOR with key stakeholders	
	<b>Selection and recruitment of evaluation team</b>	
	<b>Phase 2 - Inception</b>	<b>Up to 7 weeks</b>
	Briefing core team	1-5 June
	Desk review of key documents by evaluation team	1-26 June
	Inception mission in the country (if applicable)	29 June – 25 July
	Draft inception report	25 July – 5 Aug
	Sharing of draft IR with outsourced quality support service (DE QS) and quality assurance of draft IR by EM using the QC	6 – 17 Aug
	Revise draft IR based on feedback received by DE QS and EM	17-25 Aug
	Submission of revised IR based on DE QS and EM QA	26 July
	Circulate draft IR for review and comments to ERG, RB and other stakeholders (list key stakeholders)	2 – 20 Sept
	Revise ERG, RB and other stakeholder comments and submits the final IR to the internal evaluation committee for approval	20 – 28 Sept
	<b>Sharing of final inception report with key stakeholders for information</b>	<b>10 Oct</b>
	<b>Phase 3 - Data collection</b>	<b>Up to 3 weeks</b>
	Briefing evaluation team at CO	15 Oct
	<b>Data collection</b>	10 Oct- 12 Dec 21
	<b>In-country Debriefing (s)</b>	25 Feb
	<b>Phase 4 - Analyze data and report</b>	<b>Up to 11 weeks</b>
	Draft evaluation report	26 Feb – 10 Apr
	Sharing of draft ER with outsourced quality support service (DE QS) and quality assurance of draft ER by EM using the QC	15 Apr
	Revise draft ER based on feedback received by DE QS and EM QA	16 – 25 Apr

	Circulate draft ER for review and comments to ERG, RB and other stakeholders (list key stakeholders)	15 May
	Revise draft ER based on stakeholder comments received	15 to 20 May
	Submission of final revised ER	30 May
	Submits the final ER to the internal evaluation committee for approval	2 June
	<b>Sharing of final evaluation report with key stakeholders for information</b>	<b>15 June</b>
<b>Phase 5 - Dissemination and follow-up</b>		<b>Up to 4 weeks</b>
	Prepare management response	15 to 25 June
	<b>Share final evaluation report and management response with OEV for publication</b>	<b>30 June</b>

## Annex 3

## Membership of the Evaluation Committee

### Decentralized Evaluation of the WFP's General Food Assistance (GFA) activities in Libya – Terms of Reference for Evaluation Committee

17 September 2019

**Evaluation Scope:** WFP Libya plans to conduct a Decentralized Evaluation of Activity 1: Provide assistance to food-insecure and vulnerable people in Libya, including schoolchildren, and pilot complementary interventions that improve food security and nutrition under the “Strategic Outcome 1: Crisis-affected vulnerable populations in Libya, including schoolchildren, have access to sufficient and nutritious food during and in the aftermath of crises” of the current ICSP.

The findings and recommendations of the Decentralized Evaluation will be used for refining the programme implementations. In addition to, adjusting as well as inform designing a new complementary activity for the upcoming Country Strategic Plan.

#### Coverage:

- Geographic: The activity evaluation will be covering all operational areas (see annex 1)
- Duration: The evaluation will cover the period January 2017 to December 2019.

**Purpose:** The role of the Evaluation committee (EC) is to ensure credible, transparent, impartial and quality evaluation in accordance with WFP Evaluation Policy 2016 to 2021. It will achieve this by supporting the evaluation manager in making decisions, reviewing draft deliverables (TOR, inception report and evaluation report) and submitting them for approval by the Country Director who will be the chair of the committee.

#### Responsibilities of the Evaluation Committee (EC) and Time commitment:

Tasks by evaluation phase	Estimated time <sup>15</sup>	Approximate dates <sup>16</sup>
<b>1. Preparation Phase</b>	½ to 1 day	
1.1 Select and establish Evaluation Reference Group (ERG) membership		
1.2 Reviews the revised draft ToR prepared by the EM based on:		
1.2.1 The outsourced Quality Support service feedbacks		
1.2.2 Evaluation Reference Group (ERG) comments		
1.2.3 The Evaluation Manager responses documented in the comment's matrix		
1.3 Approves the final TOR		

<sup>15</sup> The time the Evaluation Manager (EM) spends on these tasks will be considerably more; these ToRs will not apply to the EM.

<sup>16</sup> Approximate dates are meant to give a tentative indication of when engagement is required. These can be revised once the evaluation teams in on-board.

1.4 Approves the final evaluation team and budget		
<b>2. Inception Phase</b> 2.1 Briefs the evaluation team about the evaluation 2.2 Informs evaluation design 2.3 Supports identifying field visit sites based on selection criteria, defined by the evaluation team in the Inception Report (IR) though the EC should not influence actual selection 2.4 Reviews the revised draft IR based on: 2.4.1 The outsourced Quality Support service and EM feedback 2.4.2 ERG comments 2.4.3 The Evaluation team responses in the comment's matrix 2.5 Approves the final IR.	2 days	
<b>3. Data Collection Phase</b> 3.1 Act as key informants: responds to interview questions 3.2 Facilitates access to sources of contextual information and data, and to stakeholders 3.3 Attends the end of field work debriefing(s) meeting 3.4 Supports the team in clarifying emerging issues and identifying how to fill any data gaps	2 days	
<b>4. Data Analysis and Reporting Phase</b> 4.1 Review the revised draft ER based on: 4.1.1 The outsourced Quality Support service and EM feedback 4.1.2 ERG comments 4.1.3 The Evaluation team responses in the comment's matrix 4.2 Approves the final Evaluation Report	2 days	
<b>5. Dissemination and Follow-up Phase</b> 5.1 Leads the preparation to the management response to the evaluation 5.2 Decides whether management <i>agrees, partially agrees</i> or does <i>not agree</i> with the recommendations 5.3 Clears the management response 5.4 Disseminates the Management Response to key stakeholders	1 day minimum	

## Annex 4

### Membership of the Evaluation Reference Group

#### Decentralized Evaluation of the WFP's General Food Assistance (GFA) activities in Libya – Terms of Reference for Evaluation Reference Group

18 November 2019

**Evaluation Scope:** WFP Libya plans to conduct a Decentralized Evaluation of Activity 1: Provide assistance to food-insecure and vulnerable people in Libya, including schoolchildren, and pilot complementary interventions that improve food security and nutrition under the “Strategic Outcome 1: Crisis-affected vulnerable populations in Libya, including schoolchildren, have access to sufficient and nutritious food during and in the aftermath of crises” of the current ICSP.

This will be the first evaluation of WFP’s activities at a country-level since WFP resumed its operations in Libya. The evaluation will look at the full programme cycle of the General Food Assistance (GFA), including the complementary interventions implemented. It will assess the performance of the programme, intended/unintended results and reasons behind them to draw lessons, derive good practices and pointers for learning. It will cover the relevance, appropriateness, coherence, efficiency, effectiveness and sustainability of the activity. Under sustainability, the County Office would like to especially dive into the Emergency School Feeding, potential for upscale and WFP’s entry point into more development-/peace-building oriented collective activities with other stakeholders through the Nexus approaches. The findings and recommendations of the Decentralized Evaluation will be used for refining the programme implementations. In addition to, adjusting as well as inform designing a new complementary activity for the upcoming Country Strategic Plan.

#### Coverage:

- Geographic: The activity evaluation will be covering three regions across Libya (West, East and South).
- Duration: The evaluation will cover the period January 2017 to December 2019.

**Purpose:** The overall purpose of the Evaluation Reference Group (ERG) is to support a credible, transparent, impartial and quality evaluation process in accordance with WFP Evaluation Policy 2016-2021 and UNEG norms and standards. ERG members review and comment on draft evaluation TOR, inception report, and evaluation report. ERG members act as advisors, while the responsibility to approve evaluation products rests with the Evaluation Committee Chair.

#### The composition of the Evaluation Reference Group (ERG):

	Functions:	Name and title
1	Chair of the EC	Mr. Samer ABDELJABER, Country Director, WFP Libya
2	Deputy Country Director	Ms. Rawad Halabi, Deputy Country Director, WFP Libya
3	Evaluation Manager (EM)	Ms. Ariuntuya Tsend-Ayush, M&E Officer, WFP Libya

4	Head of Programme directly in charge of the subject of evaluation.	Mr. Yukinori Hibi, Head of Programme, WFP Libya
5	Regional Evaluation Officer (REO)	Mr. Luca Molinas, Regional Evaluation Advisor, WFP Regional Bureau Cairo
6	Regional Programme Policy Advisor	Ms. Andrea Stoutland, Regional Programme Policy Advisor, WFP Regional Bureau Cairo
7	Regional Programme Policy Officer	Ms. Vanja Karanovic, Regional School Feeding officer, WFP Regional Bureau Cairo
8	Regional Gender Officer	Ms. Intisar Birkia, Regional Gender Advisor
9	Regional Protection officer	Mr. Jimi Richardson, Regional Protection Officer, WFP Regional Bureau Cairo
10	Ministry of Education	Dr. Fauzia Ali Ben Ghashir, Head of the Department of Social Services and School Health (Libyan MOE )
11	Ministry of Social Affairs	Mr. Mohsen Abu Sneeneh, Deputy Minister
12	Donor Partner	Mr. Niccolo Patrone, Italian embassy

### Responsibilities of the Evaluation Reference Group (ERG) and Time commitment:

Tasks by evaluation phase	Estimated time <sup>17</sup>	Approximate dates <sup>18</sup>
<p><b>6. Preparation Phase</b></p> <p>6.1 Review and comment on the draft ToR (see ToR report Template, Quality Checklist, and Comments Matrix). Ensure that the ToR will lead to a credible and useful evaluation and provide additional information to inform the finalization of the TOR.</p> <p>6.2 Where appropriate, provide input on the evaluation questions.</p> <p>6.3 Identify source documents useful to the evaluation team.</p> <p>6.4 Attend ERG meeting/conference call etc</p>	1 day	
<p><b>7. Inception Phase</b></p> <p>7.1 Meet with evaluation team to discuss how the evaluation team can design a realistic/practical, relevant and useful evaluation.</p> <p>7.2 Identify and facilitate dialogues with key stakeholders for interviews, as required.</p> <p>7.3 Identify and access documents and data</p> <p>7.4 Help identify appropriate field sites according to selection criteria set up by the evaluation</p>	1 days	

<sup>17</sup> The time the Evaluation Manager (EM) spends on these tasks will be considerably more; these ToRs will not apply to the EM.

<sup>18</sup> Approximate dates are meant to give a tentative indication of when engagement is required. These can be revised once the evaluation teams in on-board.

<p>team in the inception report. Your role in this helps safeguard against bias.</p> <p>7.5 Review and comment on the draft Inception Report</p>		
<p><b>8. <u>Data Collection Phase</u></b></p> <p>8.1 Act as a key informant: respond to interview questions</p> <p>8.2 Provide information sources and facilitate access to data</p> <p>8.3 Attend the evaluation team’s end of field work debriefing</p>	1.5 days	
<p><b>9. <u>Data Analysis and Reporting Phase</u></b></p> <p>9.1 Review and comment on the draft evaluation report, focusing on accuracy, quality and comprehensiveness of findings, and of links to conclusions and recommendations. The latter should be relevant, targeted, realistic and actionable.</p> <p>9.2 The ERG, being advisory, it must respect the decision of the independent evaluators about whether feedback is incorporated, as long as the process is transparent, including rationale for not incorporating feedback.</p>	2 days	
<p><b>10. <u>Dissemination and Follow-up Phase</u></b></p> <p>5.5 Disseminate final report internally and externally, as relevant;</p> <p>5.6 Share findings within units, organizations, networks and at events;</p> <p>5.7 Provide input to management response and its implementation (as appropriate).</p>	2 days	

## **Annex 5      Acronyms**

AAP – Accountability to Affected Populations  
CBT – Cash-based transfers  
CO – Country Office  
COMET - Country Office Tool for Managing (programme operations) Effectively  
DEQAS - Decentralized Evaluation Quality Assurance System  
ICSP – Interim Country Strategic Plan  
IOM – International Organization for Migration  
DE – Decentralized Evaluation  
EC – Evaluation Committee  
EMOP – Emergency Operation  
ERG – Evaluation Reference Group  
GEWE - Gender equality and women’s empowerment  
GFA – General Food Assistance  
GNC – General National Council  
HQ - Headquarter  
HoR – House of Representatives  
HRP – Humanitarian Response Plan  
ISIL - the Islamic State of Iraq and the Levant  
LPA – Libyan Political Agreement  
M&E – Monitoring and Evaluation  
MoP – Ministry of Planning  
MoE – Ministry of Education  
MSNA – Multi Sector Nutrition Assessment  
NGO – Non-governmental Organisation  
OEV – Office of Evaluation  
QS – Quality Support  
RB – Regional Bureau  
SF – School Feeding  
TOR – Terms of Reference  
UNDSS - UN Department of Safety & Security  
UNCT – United Nations Country Team  
UNHCR – United Nations High Commissioner for Refugees  
UNICEF – United Nations Children's Fund  
UNFPA – United Nations Population Fund  
WFP – United Nations World Food Programme





## Annex 6:

Given that the Evaluation will be covering the period from 2017 to 2018 (EMOP) and 2019 (ICSP), both monitoring frameworks focuses on Food Security Outcome Indicators and cross-cutting results. Logrames for both EMOP and ICSP are outlined in the below table.

### (i) EMOP Logframe:

LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Cross-cutting</b>		
<b>GENDER: Gender equality and empowerment improved</b>	<p>Proportion of households where females and males together make decisions over the use of cash, voucher or food</p> <p>Proportion of households where males make decisions over the use of cash, voucher or food</p> <p>Proportion of households where females make decisions over the use of cash, voucher or food</p>	
<b>Cross-cutting result</b> <b>PROTECTION AND ACCOUNTABILITY TO AFFECTED POPULATIONS: WFP assistance delivered and utilized in safe, accountable and dignified conditions</b>	<p>Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site</p> <p>Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites</p> <p>Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site</p> <p>Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)</p>	<p>No outbreaks or other crisis</p> <p>Security environment improved</p> <p>Regular access to distribution points is secured.</p>

	<p>Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)</p> <p>Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)</p>	
<p><b>Cross-cutting result</b></p> <p><b>PARTNERSHIP: Food assistance interventions coordinated, and partnerships developed and maintained</b></p>	<p>Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks)</p> <p>Number of partner organizations that provide complementary inputs and services</p> <p>Proportion of project activities implemented with the engagement of complementary partners</p>	<p>Availability of complementary partners</p> <p>Appropriate complementary partners are selected for implementation.</p> <p>Partners fund availability</p>
<b>SO1: Save lives and protect livelihoods in emergencies</b>		
<p><b>Outcome SO1.1</b></p> <p><b>Stabilized or improved food consumption over assistance period for targeted households and/or individuals</b></p>	<p>Food Consumption Score</p> <p>Diet Diversity Score</p> <p>CSI (Food): Coping Strategy Index (average)</p>	<p>Resources are available on time.</p> <p>Beneficiaries continue to accept food basket.</p> <p>IDP camps and districts with numerous IDPs are secure enough to enable timely access</p>
<p>Output SO1.1</p> <p><b>Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</b></p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p>	<p>Appropriate partners are selected.</p> <p>No pipeline breaks occur.</p> <p>Partners' commitments are honoured.</p> <p>WFP and partners respect agreements.</p> <p>WFP's partners have adequate human resources capacity for planning, monitoring and accountability.</p> <p>Improved security</p> <p>Regular access to distribution points (security &amp;</p>

		rainfall) Regular availability of transport/escorts
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**(ii) ICSP Logframe:**

**Libya Country Strategic Plan - LY01 Logframe**

**Period: Jan 2019 – Dec 2020**

**STRATEGIC GOAL 1: Support countries to achieve zero hunger**

**STRATEGIC OBJECTIVE 1: End hunger by protecting access to food**

**STRATEGIC RESULT 1: Everyone has access to food**

**Outcome Category:  
Maintained/enhanced individual and household access to adequate food**

**STRATEGIC OUTCOME 01: Crisis-affected vulnerable populations in Libya, including school children, have access to sufficient and nutritious food during and in the aftermath of crisis**

Nutrition  
Sensitive

**Focus Area: Crisis Response**

**Assumptions:**

Security situation is maintained at status quo, no further deterioration.

## **OUTCOME INDICATORS**

Consumption-based Coping Strategy Index (Average)

Enrolment rate

Food Consumption Score

Livelihood-based Coping Strategy Index (Percentage of households using coping strategies)

Number of national programmes enhanced as a result of WFP-facilitated South-South and triangular cooperation support (new)

Retention rate / Drop-out rate (new)

SABER School Feeding National Capacity (new)

## **ACTIVITIES and OUTPUTS**

**Provide assistance to food-insecure and vulnerable people in Libya, including schoolchildren, and pilot complementary interventions that improve food security and nutrition (URT: Unconditional resource transfers to support access to food)**

Children attending school in targeted areas receive nutritious food that meet their food requirements (A: Resources transferred)

Children attending school in targeted areas receive nutritious food that meet their food requirements (B: Nutritious foods provided)

Children attending school in targeted areas receive nutritious food that meet their food requirements (N\*: School feeding provided)

Crisis-affected populations receive regular and timely food assistance through in-kind or cash-based transfers that meets their basic food and nutrition needs (A: Resources transferred)

## **GOAL 1: Support countries to achieve zero hunger**

**C.1. Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences**

### **CROSS-CUTTING INDICATORS**

C.1.1: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

C.1.2: Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

**C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity**

## **CROSS-CUTTING INDICATORS**

C.2.1: Proportion of targeted people accessing assistance without protection challenges

C.2.2: Proportion of targeted people receiving assistance without safety challenges (new)

C.2.3: Proportion of targeted people who report that WFP programmes are dignified (new)

C.2.4: Proportion of targeted people having unhindered access to WFP programmes (new)

## **C.3. Improved gender equality and women's empowerment among WFP-assisted population**

### **CROSS-CUTTING INDICATORS**

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

C.3.2: Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women

C.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity