

Decentralized Evaluation

General Food Assistance and School Feeding Programmes, Libya

2017-2019

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Executive Summary

S1. This report presents the decentralised Evaluation of the World Food Programme's General Food Assistance programme implemented between 2017-2019, and the 2019-2020 School Feeding Programme, under the Libya Interim Country Strategic Plan. This Evaluation is commissioned by World Food Programme Libya Country Office.

S2. This Evaluation serves the dual and mutually reinforcing objectives of accountability and learning to enhance programme design, implementation, and development. The Evaluation gauged the experience and opinions of the affected communities to assess the level of accountability of the General Food Assistance and School Feeding Programme to the affected communities. The expected users for this Evaluation include the Libya World Food Programme Country Office and its Regional Bureau in Cairo, Headquarters (Programme Policy Units), Office of Evaluation, and Executive Board.

S3. Libya's population of 6.7 million has been living through a major humanitarian crisis since 2014 due to a multi-dimensional and multi-layered protracted conflict that touches on tribal, ethnic, regional, political, and economic divides. This includes 212,000 women and 268,000 boys and girls under the age of 18 (176,000 boys and 91,000 girls). Libyans suffer from poverty, limited access to basic services, food insecurity, displacement, insecurity, economic hardships, a severe cash liquidity crisis, and frequent power cuts. According to the 2020 Humanitarian Needs Overview, 897,000 people need humanitarian assistance, 317,000 of which need food assistance. This can be compared with the 823,000 people in need of humanitarian assistance in 2019 out of which 298,000 people are in need of food assistance; 1.1 million in 2018, out of which 630,000 are in need of food assistance; 1.3 million in 2017, out of which 400,000 are in need of food assistance.¹

S4. The objectives of the 2 programmes fall under the Interim Country Strategic Plan Strategic Outcome 1, which aim at providing vital food assistance to people most affected by the crisis. The General Food Assistance and School Feeding Programme were designed to address food insecurity and vulnerability in Libya, while supporting the United Nations Sustainable Development Goals, particularly 2, 4, 5 and 17.

S5. The General Food Assistance programme operated in 22 locations within 11 governorates in the west, east and south of Libya (including Tripoli, Misrata, Zleiten, Tarhouna, Zuwara, Aljufra, Benghazi, Derna, Alkufra, Sirte, Tawergha, Bani Waleed, Ghat, Sabha, and As-Shat, Awbari, and Murzuq). Beneficiaries varied throughout the project's implementation between 2017 to 2019 and covered: internally displaced

¹ Humanitarian Needs Overview 2020, 2019, 2018, 2017.

persons, returnees, refugees, asylum seekers, migrants, host community, and vulnerable non-displaced.

S6. The School Feeding Programme was a pilot initiative implemented in 2019-2020 in 58 schools in the southern governorates of Ghat, Al Gatrour, Alkufra and Alsharqiya.

Methodology

S7. The Evaluation assessed the General Food Assistance and School Feeding Programme activities against the following Evaluation criteria: relevance, coherence, effectiveness, adequacy, and efficiency, reach and access, and sustainability. The Evaluation questions, detailed in the Evaluation Matrix (Annex 2), examined General Food Assistance and School Feeding Programme targeting, distribution, coordination with national and local stakeholders as well as partners and other United Nations agencies. The Evaluation also examined gender mainstreaming efforts, reflecting upon how partners, local crises committees, and the municipalities addressed gender in targeting, selection and distribution, women’s mobility, access to transportation, and communication.

S8. The Evaluation used a mixed-methods approach for collecting and analysing qualitative and quantitative data from primary and secondary sources. The Evaluation Team reviewed 160 documents related to the programmes, from World Food Programme documents, and a selection of data briefs prepared by the United Nations Office for the Coordination of Humanitarian Affairs, International Organisation for Migration, and United Nations High Commissioner for Refugees. The Evaluation Team consulted additional reports and publications on conflict sensitivity best practices. The Evaluation Team also conducted 5 field visits to a distribution site per city to directly observe the distribution process. The Evaluation conducted semi-structured interviews with key informants from the World Food Programme team, local partners, national stakeholders, United Nations agencies, donors, beneficiaries, and non-beneficiaries. A conflict sensitivity Case Study for Sabha analysed how the General Food Assistance programme is interacting with changing conflict dynamics and the approaches World Food Programme adopts amidst shifting political alliances and control have impacted the operation, access, and safety. A mini-nutrition habits surveys for School Feeding Programme beneficiaries in Murzuq. Female participation among beneficiary interviews is 50 percent.

Interviews	# of Interviews
World Food Programme	9
Local Authorities	5
International Organisations	7
Donors	2
Local Partners	12
Conflict sensitivity	8

School Feeding Programme	6
Beneficiaries	31
Non-beneficiaries	10
Mini survey	10
Distribution site visits	5

S9. The Evaluation faced several limitations: ranging from limited data availability on nutritional habits, student attendance, and malnutrition, contradictory data and accounts of events. Beneficiaries were generally hesitant to speak about sensitive conflict dynamics. Other challenges included communicating with beneficiaries via phone due to outdated phone numbers, difficulty reaching women due to both cultural issues and communication equipment, and accessing interviewees due to COVID-19 movement restrictions—with the latter posing a significant challenge to evaluating the School Feeding Programme’s contribution to reducing school absenteeism or dropouts.

Key Findings

S10. The Evaluation Team’s key findings are summarised below, structured according to the main Evaluation questions (as indicated in the Terms of Reference in Annex 1).

Evaluation question 1: Relevance

S11. General Food Assistance responds to the widespread humanitarian needs of several vulnerable communities in Libya. Protracted displacement, market disruptions, low food production, and recently COVID-19 remain the key root causes of food insecurity. During March-May 2020, the World Food Programme assisted over 54,000 people due to the pandemic.²

S12. Despite the universally-applied framework on what constitute food insecurity,³ there is a wide debate among the United Nations Country Team and other humanitarian actors on the extent to which this framework is applicable in Libya, as such making it difficult to recognize that a wealthy country as Libya, with similar macro-economic indicators and oil production, have pockets of food insecurity and is indeed going through a humanitarian crisis. This is also induced by the need to refine qualitative data collection and evidence provided on food insecurity and vulnerable groups.

² WFP Libya, Covid-19 Response, June 2020.

³ The Food and Agriculture (FAO) framework, premised on 4 criteria (availability, access, utilization, and stability)

S13. The outreach, targeting and selection process of vulnerable groups is maximised through a contextually and locally driven process. However, it is subject to asymmetrical registration, assessment, and verification practices, which can impact equal access and perceptions of fairness.

S14. The School Feeding Programme is perceived by most respondents to respond well to the needs of school-aged children in vulnerable communities, however, data on specific nutritional needs and availability of healthy food in schools is lacking. The World Food Programme response during the COVID-19 pandemic reached a total of 18,000 students (10,572 girls and 10,182 boys).

Evaluation question 2: Appropriateness

S15. General Food Assistance by design and implementation is not undignified, but a few respondents alluded to feeling embarrassed when receiving food basket or ashamed by the logo on the box.

S16. World Food Programme's General Food Assistance is flexible, adaptable and was able to respond to unforeseen or uncontrollable security situations, access to distribution, and COVID-19.

S17. The distribution of daily date bars to school-aged children in southern Libya as part of School Feeding Programme is perceived as appropriate. All respondents of the School Feeding Programme indicated acceptance and need for school meals despite some early opposition amongst some parents to the programme.

Evaluation question 3: Efficiency

S18. Food distribution outreach, short message service and follow up calls are efficient to inform most beneficiaries, but not entirely sufficient. Partners continue to use communal structures, municipalities, and local crisis committees, especially in the south, to facilitate communication with the communities and overcome access, and technology challenges.

S19. While the programme spares no effort to accommodate access issues and respond to challenges; it did not adopt pre-emptive measures to adequately plan and allocate resources to deal with an increase in access challenges, which affect partners' ability and resources to handle some situations.

S20. Distribution is well organised and takes into account partners and beneficiaries' physical safety. It is consistent overall, but interruption in supply chain and delays occur, which may cause confusion over the regularity of the distribution, and result in missing food items. In 2019, the monthly General Food Assistance to vulnerable Libyan was suspended for entire beneficiaries once in March 2019 only due to the delay in food clearance process. In December 2019, once due to the pipeline challenge, WFP distributed a half-ration to GFA beneficiaries. The months affected by pipeline break in 2019 could be quantified at 16% (2 months out of 12 months).

S21. The programme was swift in raising awareness of the pandemic, enforcing physical safety measures, and amending distribution modalities to ensure safety.

S22. During the School Feeding Programme's short life span, date bar distribution was perceived to be timely, regular, and reliable despite few reported inconsistencies.

Evaluation question 4: Adequacy

S23. The food basket is viewed as sufficient and culturally adequate by most interviewed beneficiaries. However, families with more than 5 members find the items insufficient. Furthermore, overwhelming requests to introduce amendments include milk, cheese and breakfast items specifically asked for in the south.

S24. Early indications about Cash Based Transfers are positive and a preferred option, but the piloting created perceptions of differential treatment.

S25. The quantity and nutritional value of the School Feeding Programme date bars is overall adequate, however interviewees made recommendations to increase the quantity for older children and diversify food items.

Evaluation question 5: Effectiveness

S26. General Food Assistance increased access to basic food supplies and alleviated the hardship faced by recently displaced and female-headed households especially during COVID-19. The World Food Programme and partners were able to assist a significant number of people in need, with equal reach and access for both men and women.

S27. The World Food Programme and partners upheld the safety and dignity of beneficiaries and coordinated closely with various international and national actors as part of the food distribution process. The World Food Programme also adapted some operational procedures when faced with access issues.

S28. The School Feeding Programme contributed to some form of skills and service delivery capacity strengthening, to some extent, at the ministry and school level, although engagement with parents and local communities was minimal. There is a perception that students are eager to go to school because of the School Feeding Programme; that the meals have contributed to an increase in their energy and concentration level; and that the programme used a universal targeting approach.

Evaluation question 6: Coherence

S29. The World Food Programme is engaged in a multi-layered coordination with government, international and local stakeholders. This includes managing a complex web of relations with Libyan authorities at the central, regional, and local level that is difficult, and often sensitive to navigate.

S30. There is often confusion over the differential humanitarian versus political functions of United Nations agencies. This has contributed to perceptions of weak neutrality and impartiality of United Nations agencies.

S31. General Food Assistance design and implementation is driven by inclusivity, and conflict sensitivity has been organically mainstreamed in General Food Assistance through security plans and arrangements, humanitarian principles, and other practices. The World Food Programme enhanced its capacity to understand and mainstream conflict sensitivity as of 2019 by conducting several assessments and lead on the Nexus Working Group.

S32. The School Feeding Programme coordinates with several government, international, and local stakeholders to inform implementation. Yet not all are fully informed about School Feeding Programme components. Interviewees saw value in enhancing coordination with the United Nations Children’s Fund to improve schools’ infrastructures.

Evaluation question 7: Access and Reach

S33. The World Food Programme’s efforts contribute to the principle of ‘do no harm’, by inclusion of local stakeholders in the implementation, ensuring the safety of staff and beneficiaries, navigating a challenging political climate, and maintaining the confidentiality of beneficiaries. Gaps remain in addressing risks related to a paper-based registration system, as well as perceptions of bias related to political or ethnic grievances.

S34. Security, political and cultural factors hinder access to female beneficiaries, who experience mobility challenges in accessing distribution points and discomfort dealing with male staff, in some cases. These considerations impose constraints on women’s ability to fully access and participate in the General Food Assistance programme.

S35. World Food Programme targeting, and outreach processes rely on local networks and partners to ensure the inclusion of vulnerable people. Despite these efforts, many community members do not know about the programme, have only heard about it through word-of-mouth, and/or mentioned people in need who are not covered by the programme.

S36. All respondents perceive The School Feeding Programme as inclusive of girls and of children from different socioeconomic backgrounds or nationalities.

Evaluation question 8: Accountability to Affected Populations

S37. The General Food Assistance programme is generally in line with local cuisine and culture. However, there have been overwhelming requests by beneficiaries to tailor the food baskets to include breakfast items, cheese, and milk.

S38. The World Food Programme uses flexible accountability mechanisms to ensure that the General Food Assistance programme is culturally, conflict, and gender sensitive, including a complaint box, hotline, in-person complaint mechanisms, and monthly and bi-annual Post-Distribution Monitoring. However, there is room to improve these mechanisms' accessibility, as evidence shows among some beneficiaries a lack of awareness of feedback mechanisms and language barriers in information dissemination.

S39. Interviewees perceived the School Feeding Programme to be well accepted by local communities. It is not clear to the Evaluation whether the programme implemented a clear feedback and complaint mechanism or whether the Third-Party Monitor conducted regular monitoring visits to schools.

Evaluation question 9: Sustainability

S40. The General Food Assistance programme contributed to meaningful partnerships and increased local capacities and skills that can ultimately contribute to the programme's sustainability and scalability. However, a major challenge to the Libyan government playing a stronger role in General Food Assistance is security and political instability, lack of good governance, and weak human rights policies and practices towards some groups such as migrants, or minority ethnic groups.

S41. The School Feeding Programme pilot has potential for further scale up. Sustainability is depending on multiple factors of programmatic and policy dimensions; among these key element is to incorporating school feeding into the national policy frameworks, particularly the Ministry of Education's strategy, considering additional capacity building and education activities, examining other options for meals, and engaging with parents in the design phase and the school shops to provide healthier meals.

Overall Conclusions

S42. The World Food Programme's programming in Libya has undergone significant development post-2018. Between 2019 and 2020, the food assistance programme significantly developed its scale of operations, *modus operandi*, monitoring capacities, data collection, partnerships, and funding. The World Food Programme's reach in Libya increased from 88,064 individuals in 2017 to 250,522 (49 percent female and 32 percent were households with children under the age of 5), migrants, internally displaced and physically disabled persons in 2020, thus exceeding its targets by 61 percent.⁴

S43. The General Food Assistance design shifted from a stand-alone initiative to an integral part of a comprehensive strategy as World Food Programme continues to increase its presence in the field as of 2018 through local hires, international staff

⁴ WFP (2019) Libya Annual Country Report; WFP (2019) ICSP (2019-2020).

missions, United Nations Humanitarian Air Service, United Nations Hub in Benghazi, and the Rapid Response Mechanism.

S44. The General Food Assistance provided food to vulnerable populations facing food insecurity. It has played a fundamental relief and assistance role especially during the early days of forced displacement and was vital in responding to food insecurities during the initial COVID-19 lockdown in April-June 2020. Many households' food security and financial situation have been worsening since 2016: some 47 percent of surveyed households in 2020 reported that their income was affected by COVID-19 and some households reported resorting to begging to feed their families.

S45. The World Food Programme maximised its reach and access through local partnerships relying on a complex web of communal structures to identify people in need of food assistance. It developed multiple triangulation and verification mechanisms in 2019. Quick Needs Assessments became more systemic in 2020, where 41 rounds were conducted on 10% of distribution lists.

S46. General Food Assistance efforts have been aligned with international strategies given the agency's participation in United Nations Country Team and Inter-Agency Common Feedback Mechanism and referral system both in Libya and Tunisia. This has ensured complementarity in assessing and assisting people in need through several United Nations agencies, as well as deconflicting security situations. Despite several gaps in the national government policies, plans, and capacities, the World Food Programme has regularly consulted and coordinated with authorities in both the west and the east which in turn enhanced WFP conflict sensitivity approach.

S47. The World Food Programme has intuitively and organically addressed conflict sensitivity around security arrangements, humanitarian principles, and targeting practices. As of 2019, World Food Programme efforts to mainstream conflict sensitivity have further developed, as it started leading the Nexus Working Group, developing internal capacities and resources related to conflict sensitivity, and partnered with peacebuilding organisations. These developments can potentially enhance its capacity to address and systemically integrate conflict sensitivity in its work.

S48. The World Food Programme ensures Accountability to Affected Populations through diverse modalities, including complaint and feedback mechanisms via box and a hotline, monthly Third-Party Monitoring (1150 visits in 2020), and bi-annual Post-Distribution Monitoring by activities (4 rounds in 2020).

S49. General Food Assistance programme remains relevant in the foreseeable future. Furthermore, World Food Programme work can serve as a compass for local authorities to follow and replicate going forward. However, a decision to exit or scale up requires a detailed assessment and strategy that considers the context and the extent to which local capacities can absorb shocks and emergencies and handle the organisational and logistical burden of the programme.

S50. The School Feeding Programme is perceived as relevant, appropriate, and inclusive of Libyan students in the south and the pilot initiative findings can be capitalized on to scale up the programme.

S51. The Evaluation identified several shortcomings that affect operations and their inclusivity, conflict sensitivity, and gender inclusion. These include:

- The long-standing debate among international and national stakeholders around criteria to identify vulnerable people amidst perceptions of exclusions that conflate at times with conflict dividing lines and mistrusts towards authorities, the United Nations agencies and other international organisations.
- The General Food Assistance design does not include enough qualitative indicators and data on the programme's impact on the beneficiaries' quality of life, such as social protection, safety, gender participation, and negative coping mechanisms, on its effect on the root causes of food insecurity, nor on conflict sensitivity.
- There are discrepancies among partners in various areas including: needs assessments, beneficiary outreach approaches during distributions, and responses to access challenges due to security, cultural, and economic reasons.
- The limited presence of female staff and leadership amongst partners restricts World Food Programme's access to women, particularly during targeting and registration, food distribution, and outreach and feedback mechanisms.
- Beside women, the needs of some vulnerable groups are left unmet. Populations who remain in need of assistance include those who do not have identification documents or are denied Libyan nationality.
- The tri-party coordination between local authorities, World Food Programme, and its partners experiences hiccups which leads to ambiguity around the beneficiary targeting and selection process (multiple lists and agencies, absence of proper coordination).
- The World Food Programme is working on enhancing conflict sensitivity mainstreaming in its work and rendering it more systematic. The Evaluation identified areas for improvement to contextualise this approach and establish a common frame and understanding among World Food Programme staff and cooperating partners to avoid grey areas in interpretations and actions.
- Evaluation findings indicate a need to further build the partners' capacity on reporting, needs assessment, caseload management, gender, and conflict sensitivity.
- For the School Feeding Programme, the Evaluation identified gaps in engaging stakeholders such as parents and school food shops that are operated by teachers or some individual contractors to provide light meals to children during the school day. It could also consider aspects such as school infrastructures and water, sanitation, and hygiene, and capacity building to improve students' eating habits and education environments.

Lessons Learned and Good Practices

Good practices include:

S52. World Food Programme's beneficiary targeting, registration, distribution, and feedback processes demonstrate its locally driven and contextualised approach, which ultimately helps to mitigate challenges faced during programme implementation.

S53. Multiple layers of monitoring mechanisms have allowed the World Food Programme to identify gaps and incorporate corrective actions on an ongoing basis.

S54. The inter-agency referral and coordination mechanism has increased programme reach to a wider range of vulnerable communities while ensuring that humanitarian agency mandates are complementary.

S55. Partnerships with peacebuilding organisations optimises the implementation of conflict sensitive humanitarian programming, notably by using food assistance programming as an entry point for conflict resolution and peacebuilding programmes which aim to establish social cohesion. Furthermore, the development of a Guidance Note on conflict sensitivity is a positive step towards comprehensively mainstreaming the concept into operations.

S56. Localising hiring among cooperating partners and World Food Programme served to secure humanitarian access and contributed to boosting local incomes and alleviating unemployment.

S57. Engaging with the Ministry of Social Affairs on food subsidy reform is a crucial step to building local capacity and developing policy that can help bridge gaps in food insecurities.

S58. One of the programme success factors is its flexibility. Partners can mitigate access issues and alleviate logistical burdens by loosening certain Standard Operating Procedures and/or employing the support of their local community.

S59. General Food Assistance will remain relevant as long as the root causes underlying food insecurities are unaddressed in Libya.

S60. On School Feeding Programme, the nutrition summer camps for 600 children in 3 sites in Tripoli, introduced a positive experience around combining distribution with awareness-raising and extracurricular activities that promote healthy eating habits.

The findings and conclusions of this Evaluation led the team to outline the below recommendations, categorised as Strategic and Operational.

Recommendations

S61. The findings and conclusions of this Evaluation led to the Evaluation Team making the following recommendations, classified according to programme as Strategic and Operational and highlighting relevant entities responsible for each in brackets:

General Food Assistance and School Feeding Programme

I. Strategic Recommendations:

Recommendation 1: General Food Assistance: Incorporate qualitative data collection tools and indicators in the General Food Assistance monitoring and evaluation framework to capture impact on beneficiaries' lives, social protection, and safety, and better monitor and showcase gender results achieved, root causes of food insecurity, negative coping mechanisms, and conflict sensitivity issues. **School Feeding Programme: Strengthen the monitoring and evaluation system** and consider a baseline assessment on nutrition gaps and needs among school-aged children to enhance understanding of the issues they face and improve intervention design and measurement of programme impacts on attendance, enrolment, and eating habits. **Conflict sensitivity:** Mainstreaming conflict sensitivity in the Logical Framework and assessment tools will also help capture the interplay between General Food Assistance, School Feeding Programme, and wider communities in a more systematic way. (Country Office with the support of Regional Bureau)

Recommendation 2: Engage in discussion with humanitarian actors, including the United Nations Country Team, and Libyan stakeholders on the rationale behind the applicability of the universally-accepted framework of food insecurity, and hence the General Food Assistance's in Libya, to build common understanding and hence improve coordination and alleviate perceptions of bias and/or irrelevance. (Country Office with the support of Regional Bureau). This recommendation is relevant to 3 key issues:

- **Providing more analysis and evidence on how contextual criteria has informed decisions on food insecurity – but also interlinkages – of food insecurity, versus other systemic problems** such as poverty, conflict, financial crisis, and chronic vulnerability.
- **Agreeing on the definition of internally displaced persons in Libya,** given the multiple timelines of displacements post-2011, the various level of integrations, and numerous registration entities and databases.
- **Laying out a long-term exit strategy,** although the current situation is not conducive for General Food Assistance exit. Such a plan should consider regional and local political and security dynamics, changes in the underlying root causes of vulnerability and food insecurity, and conflict and risks scenarios in addition to mitigation measures. It also needs to be flexible and comprising of local system-building components (see recommendation 5), with indicators to measure progress towards a possible exit scenario.

Recommendation 3: Build better synergies between World Food Programme programmes and develop a theory of change that links, for example, internally displaced persons and violence-prone locations assisted by General Food Assistance to the resilience programme. General Food Assistance is a good entry point for resilience initiatives and can alleviate potential tension between internally displaced persons and host communities triggered by scarce resources and services. Simultaneously, link food assistance for training and other income-generating initiatives to General Food Assistance to assist low-income people and facilitate the transition, when conditions allow, from humanitarian emergency to longer-term recovery. (Country Office)

Recommendation 4: Consider food assistance modalities that can ensure more freedom of choice, ease heavy logistical endeavours in remote areas, and respond to challenges faced by Libyan women. Evaluation findings indicate strong prospects for Cash-Based Transfers and e-vouchers, but the Evaluation did not assess the feasibility conditions of any of the approaches, and hence is not advocating for any modality. The Evaluation finds value in World Food Programme conducting a comparative feasibility study on which modality works, where, when, and for whom. The World Food Programme may wish to coordinate, if not already being done, with the United Nations High Commissioner for Refugees-led Cash and Markets Working Group, whose members have experience with Cash Based Transfer programming in Libya (e-cards, cash in hand, and mobile wallets, and other modalities). (Country Office)

Recommendation 5: General Food Assistance: Consider conducting a **capacity assessment and system analysis** of Libya social safety/protection nets, actors, prerogatives, coverage, gaps, capacities, and opportunities of reform. This will help World Food Programme and humanitarian actors identify local institutional partners' ability to absorb shocks, respond to emergencies and carry out General Food Assistance-type programmes, as well as exploring "inclusive governance" related efforts. This is a prerequisite for any General Food Assistance spin off or exit planning. **School Feeding Programme:** Include a **systemic capacity building component** for teachers and school staff on topics of healthy nutrition and its impact on education performance. Furthermore, explore working with the Ministry of Education to integrate the School Feeding Programme into its strategy, and national policy frameworks of the Libyan government. (Country Office)

II. General Food Assistance Operational Recommendations

Recommendation 6: Flexibility and adaptability are at the core of WFP's strengths, but it is worth considering minimum standardisation efforts towards the following: **a)** the **targeting, assessment methods, and selection processes among cooperating partners** to minimise perceptions of, or actual, exclusion. World Food Programme can **coordinate efforts towards standardised and automated databases** of vulnerable populations, which will serve to strengthen the capacities of local authorities and the partners, and eventually contribute to a sustainable exit strategy; **b)** measures aiming to address specific situations and needs such as: revising of food basket items (to cater for local needs/cultures); of distribution modalities when

people face mobility challenges (potentially establish small-scale distribution centres in remote areas); relying on in-person community based complaint mechanisms. Outlining Standard Operating Procedures/guidance for these scenarios, coupled with strong messaging, will ensure the World Food Programme and partners preparedness as well as equal treatment of all beneficiaries. (Country Office)

Recommendation 7: Strengthen coordination and cooperation with the municipalities and the Ministry of Social Affairs to ensure the registration process is equitable and fair, and that families in need are rigorously identified to enhance communication of the rationale behind selection criteria to communities. (Country Office with the support of the Regional Bureau)

Recommendation 8: Diversify use of communication methodologies, and open channels to better reach out to beneficiaries and community leaders, and to update on necessary security arrangements (when safe), delays, hurdles, and other challenges to spur a sense of safety and minimise perceptions of preferential treatment of some groups. This will help address conflict sensitivity-related challenges such as perceptions of bias and unfairness that are usually triggered by conspiracy theories, conflict dynamics, and confusion over the United Nations humanitarian and political role. Possible tools include the use of flyers, social media, rolling screens or radio, which respond to Libyans' favourite means of seeking information. The World Food Programme may also wish to consider sharing a summary of the Evaluation findings with communities and key stakeholders. (Country Office)

Recommendation 9: Further build partners' capacities in reporting, needs assessment, CS, gender, communication with beneficiaries, contingency planning, crisis management, use of technology to gather information, data management, and data security. Alongside, **consider transitioning to an automated registration and data collection system** that is adaptable to partners' capacities to enhance the accuracy, privacy, and security of data. (Country Office with the support of the Regional Bureau)

Recommendation 10: Further integrate Gender Equality and Women's Empowerment considerations into project design and implementation through:

- Increasing the number of female staff members to facilitate outreach to female beneficiaries and their access to the programme;
- Increasing and build the capacity of women-led organisations among the local cooperating partners;
- Directly giving more female beneficiaries e-cards, training or guidance on how to use them;
- Craft a theory of change that underlies how WFP will address underlying root causes of inequalities in food security and impact behavioural change.
- Including decision-making on financial family matters as an indicator of women's participation in decisions about food. (Country Office)

III. School Feeding Programme Operational Recommendations:

Recommendation 11: Engage parents and children in discussions on the design, meal modalities and diversity, and **consider a wider range of options** via local producers or community kitchens. (Country Office)

Recommendation 12: Integrate a nutrition education component into the school curriculum, or a regular extra-curricular activity that would contribute to raising awareness amongst children about food and eating habits. Organise annual nutrition summer camps targeting students from different schools across Libya to raise awareness and improve eating habits while exploring different roles to be taken by school food shops. (Country Office and Ministry of Education)

Recommendation 13: Coordinate with other partners providing support to schools, including water, sanitation, hygiene, and infrastructure improvements, to enhance schools' learning environment.

1. Introduction

1. This Decentralised Evaluation (DE) was commissioned by the World Food Programme (WFP) Libya Country Office (CO) in April 2020, to produce evidence and analysis around the General Food Assistance (GFA) programme implemented from 2017-2019, and the School Feeding Programme (SFP) during 2019-2020. The Evaluation was conducted between July 2020 and March 2021. The GFA was implemented in 19 locations in 2017-2019, in 11 governorates out of 22, in the west, east and south of the country, whereas the SFP was piloted in 2019 in the south.
2. This DE marks the first Evaluation of the GFA and SFP programme in Libya. WFP rationale to conduct a DE is premised on the need to examine the programme's activities and performance since the beginning of the organisation's operation in Libya in 2014. Hence, it aims to serve the dual and mutually reinforcing objectives of accountability and learning to enhance programme design, implementation and new SFP activity formation, with a particular emphasis on understanding how the programme incorporated conflict sensitivity (CS), gender and disability; Accountability to Affected Populations (AAP), and Humanitarian Principles (HP). The Evaluation reflected stakeholders and beneficiaries' experiences, and their perceptions of WFP and its programmes. The Evaluation provides WFP with actionable recommendations to improve beneficiary prioritisation, assistance modalities, reach, access, support SFP's scalability, and better adapt interventions to the emerging challenges presented by COVID-19.
3. The Evaluation was designed in response to the Evaluation criteria from the Terms of Reference (ToR) (Annex 1); which were further developed in the Evaluation Matrix (Annex 2) and the key Evaluation questions (KEQ) and Guiding Questions for the Sabha Case Study (Annex 3). GFA and SFP were assessed using the Evaluation criteria of relevance, coherence, effectiveness, adequacy, and efficiency, reach and access, and sustainability. The Evaluation questions examined GFA and SFP targeting, distribution, relations, and coordination with national, local stakeholders, partners, and other United Nations agencies.
4. The assessment focused on protection and AAP rather than donors, management, or national authorities. More specifically the Evaluation examined whether the affected populations received assistance in a safe, dignified, and equitable manner, and whether adequate and effective measures were put in place to ensure inclusion, diversity, accessibility of the interventions to the affected populations. The Evaluation identified existing conflict dynamics and tensions and zoomed in to analyse the CS efforts mainstreamed in GFA in Sabha, and examined whether the interventions create, exacerbate, or contribute to tensions and/or peace.
5. The main stakeholders involved in the Evaluation include (see Annex 4 on external stakeholders and primary users):

Internal (WFP) stakeholders: Libya CO, Regional Bureau (RB), WFP headquarters (HQ) – namely the Programme Policy Unit, Office of Evaluation (OEV), Executive Bureau (EB).

External stakeholders: Beneficiaries, Non-beneficiaries, Government stakeholders, United Nations Country Team (UNCT), Rapid Response Mechanism (RRM) and working groups (WG), Local partners, Non-governmental organisations (NGOs), and donors.

The primary users of the Evaluation findings and recommendations: WFP Libya CO, The RB in Cairo, Programme Policy Units at WFP (HQ), the OEV, and WFP EB.

1.1. Overview of the Evaluation Subject

6. The Evaluation looked at GFA and SFP, under Interim Country Strategic Plan (ICSP) Strategic Outcome 1, which aims at providing vital food assistance to the people most affected by the crisis, while addressing food insecurity and vulnerability in Libya, and supporting the United Nations (UN) Sustainable Development Goals (SDGs)², 4, 5 and 17.
7. GFA started with 2016 Emergency Operation (EMOP), and continued through EMOP 2017, and 2018. In January 2019, WFP developed the ICSP, which shifted the operation from a project-based intervention to a consolidated programme. The food basket included 2 parcels of chickpeas (became beans mid-2018), couscous (in 2018 became pasta as per beneficiary preference), processed tomato, rice, sugar, enriched vegetable oil and wheat flour providing up to 75 percent consumption per day/ 1560 Kcal sufficient to feed 5 people for 1 month, provided that beneficiaries have access to cooking facilities, utensils, and fuel. GFA distribution scaled up from 14 locations in 2017, to 19 locations between 2018-19, reaching 22 locations in 11 governorates in 2020 (see Annex 5 on main GFA programme activities from 2017-2019).
8. Beneficiaries of the GFA varied from 2017 to 2019 and included: internally displaced persons (IDPs), returnees, refugees, asylum seekers, migrants, host community, and vulnerable non-displaced and women. Although the targeted beneficiaries remained 175,000 throughout the programme duration, the actual number of beneficiaries has fluctuated. In 2017, the programme reached 88,064 individuals (a total of 4,920 metric tons—MT—out of 17, 700 MT planned).⁵ ⁶ In 2018, 161,989 individuals (more than 8,195 MT out of 19,600 MT planned).⁷ ⁸ In 2019, WFP exceeded targets by 61 percent, reaching 251,538 individuals (a total of 9,913 MT out of 9,698 MT planned).⁹ ¹⁰ WFP received increased requests for GFA through its hotline during the COVID-19 pandemic, as the pandemic has aggravated the already existing vulnerabilities among IDPs, women, the disabled,

⁵ WFP (2017) Standard Project Report (SPR).

⁶ This included 921 children under the age of five, 27,642 children between the ages of 5 and 18, and 51,208 individuals over the age of 18. 85 percent of the beneficiaries were IDPs, 11 percent returnees, and 4 percent refugees (2017 SPR).

⁷ WFP (2018) SPR.

⁸ This comprised 53 percent returnees, 11 percent residents, and 1 percent migrants and refugees (2,900 of which were in detention centres). The programme reached 19,472 children under the age of 5, 47,547 children between the ages of 5 and 18, and 94,970 individuals over the age of 18 (2018 SPR).

⁹ WFP (2019) Libya Annual Country Report; WFP (2019) ICSP (2019-2020).

¹⁰ This included 189,000 beneficiaries reached through monthly food distributions, 37,000 the through emergency RRM implemented jointly by IOM, UNFPA, UNICEF and WFP. They included crisis-affected beneficiaries: IDPs, returnees, non-displaced populations, refugees, asylum-seekers, 4,000 migrants outside of detention centres (2019 ICSP).

and large families, and further plunged other categories of families into need. In 2020, WFP piloted a Cash Based Transfer (CBT) programme in Tripoli, and Zwara.

9. The SFP was piloted in June 2019 in agreement with the MoE targeted 21,000 school children (10,572 girls and 10,182 boys) at 58 primary schools in the south in 4 districts (Ghat, Al Gatroun, Alkufra and Alsharqiya) with 2 vitamin/mineral-fortified date bars on daily basis. Due to the COVID-19 pandemic lockdown, from March 2020 onwards rations were sent home to children to ensure that they are receiving nutrition support (see Annex 6 for more details on GFA and SFP categories of planned versus reached beneficiaries per year).
10. The ICSP Logical Framework (LF) indicated 2 main expected outputs: 1) Crisis-affected populations receive regular and timely food assistance through in-kind transfers that meet their basic food and nutrition needs, and 2) Children attending school in targeted areas receive nutritious food that meets their food requirements.
11. Output and outcome indicators listed in the LF are quantitative in nature, and aim primarily to measure food security, number of beneficiaries, stakeholders, and drop-outs. The LF falls short of capturing how the programme will affect lives of people or contribute to long term food security. The ICSP speaks of opportunities, strategic direction and future interventions but does not clearly spell out how these interventions will address the causes of food insecurity or enhance people's food security and safety net. This is increasingly relevant given that several donors in Libya have been debating the rational, relevance and the need for GFA in Libya.
12. WFP worked with a range of multi-lateral organisations, international NGOs (INGOs), local NGOs, and national and local authorities to implement the programme activities. The GFA food basket was distributed through local cooperating partners (CP) located across Libya and as of late 2018-2019 they have expanded to include international organisations (IOs) as well such as the International Organisation for Migration (IOM) and the Italian NGO CESVI for school nutrition. WFP liaise closely with local crisis committees (LCCs), local authorities, e.g. municipalities, representative of the Ministry of Social Affairs (MoSA), Sandouk el Zakat (Zakat Fund), and the Ministry of Education (MoE) for the selection of beneficiaries for SFP (see Annex 7 for more details on WFP partners).
13. The main challenges faced during the lifetime of the GFA range from disrupted funding to access issues, protracted conflict in several areas (mainly Sabha in 2019, Tripoli in April 2019, Murzuq in August 2019, Tarhouna in June 2020), displacement waves, discriminatory gender norms, and COVID-19 in 2020.
14. GFA's monitoring and evaluation (M&E) system includes soliciting feedback from participants via a hotline, a compliant box, Third-Party Monitoring (TPM), remote triangulation of information, monthly onsite and warehouse monitoring, a call

centre conducting bi-annual Post-Distribution Monitoring (PDM) surveys, and market price monitoring by REACH.¹¹

15. WFP Libya received a Gender and Age Marker (GAM) score of 4 for the 2019-2020 Humanitarian Response Plan (HRP) and for general food distributions. The Libya CO is participating in the WFP Gender Transformation Programme, with the aim of systematically integrating gender and age analyses into its programming and applying a gender-responsive approach in the M&E strategy. However, gaps in gender mainstreaming still exist in partners' capacities, and the ways national stakeholders such as the LCCs and municipalities engage. WFP is developing a new gender gap analysis to inform an enhanced gender transformative programming.
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1.2. Context

16. **Humanitarian Overview:** Libya's population of 6.7 million suffers from a major humanitarian crisis that started in 2014 due to a multidimensional and multi-layered protracted conflict that touches on tribal, ethnic, regional, political, and economic divides. Libyans suffer poverty, limited access to basic services, food insecurity, displacement, insecurity, economic hardships, severe cash liquidity crisis, and frequent power cuts. The 2019 Western Libya campaign on Tripoli led to exacerbated humanitarian needs, and increased displacement whether inside Tripoli or to other areas of the country. According to the 2020 Humanitarian Needs Overview (HNO), 897,000 people need humanitarian assistance and 317,000 need food assistance. This can be compared to the 2019 HRP where 823,000 people were in need of humanitarian assistance, of which 298,000 needed food assistance.
17. **Food Insecurity and Humanitarian Needs:** Libyans' ability to access food is contingent on household (HH) income and food imports, given that domestic food production is negligible. Food insecurity is attributed to food price increases, persistent inflation, a severe liquidity crisis, consecutive waves of protracted displacement, the COVID-19 outbreak, food shortages due to supply chain disruption, and armed groups' control of critical infrastructure. Between 2017 and 2020, almost every surge in unmet food needs was due to security deterioration and armed hostilities (resulting in multiple forced displacements, loss of property, and/or economic hardship). The rise in food insecurity was exacerbated particularly post 2016 due to multiple prolonged conflicts, increased food prices, depreciation of the Libyan dinar, and lack of cash liquidity in banks. A rapid food security assessment (RFSA) conducted in August-September 2016 found that 24 percent of all IDPs HHs are food insecure and 62 percent are at risk in a significant increase from 2015 when food insecurity among IDPs was minimal.¹² In 2018, the trend of purchasing food on credit or borrowing it nearly doubled from 15 percent in 2017 to 29 percent in 2018.

¹¹ The TPM was conducted by Voluntas in 2017 and Moomken as of 2018.

¹² WFP (2016), Rapid Food Security Assessment- Libya, September 2016.

18. In 2020, almost 69 percent of Libyans were ‘marginally food insecure’ with the COVID-19 pandemic exacerbating vulnerability and food insecurity. Libya was ranked among the top 27 countries most affected according to the Global Health Security Index report of March 2020. Many vulnerable individuals resorted to negative coping strategies such as using savings to cover the costs of food, decreasing the number of daily meals, engaging in illegal activities, and reducing non-food related expenses, particularly in health and education. IDPs coping mechanisms entail selling assets, borrowing food, using food credits, resorting to child labour, begging, and taking additional jobs. According to the 2020 HNO, these risks are particularly acute for women, children, people with disabilities, the elderly, and people with chronic illnesses.¹³
19. **Gender Concerns:** Libya’s overall human rights record is poor. Violations comprise arbitrary detention, extra-judicial killings, clampdowns on freedom of speech and expression, attacks on religious minorities, and a legal framework inapt to address abuses committed against migrants and refugees. Women in particular are subject to discriminatory laws, practices, and social norms, including the personal status laws and penal code. Civil society reports also reveal widespread sexual and gender-based violence.¹⁴ The gender inequality index is 0.172, and the male gross national income per capita is at US\$18,364, whereas it is US\$4,866 for women.¹⁵ The total ratio of the female to male unemployment rate is at 1.65. Libyan women find themselves more likely to be unemployed and to face restrictions on their movement.
20. GFA respects protection considerations through assigning the date, duration, and locations of food distributions to fit women’s needs, people with disability and elderly, and mainstreaming gender in programming, monitoring tools and teams, and enhancing partners’ capacities to collect data on the effects of food insecurity on women and assess whether their needs are met. The cross-cutting gender indicators used in the LF can render skewed and inaccurate results, such as the indicator: “Proportion of HHs where women, men, or both women and men make decisions on the use of food (by transfer modality).”¹⁶ In Libya, decisions on the use of food are generally made by women; however, this does not always extend to decision-making on food expenditure.
21. **Protection Concerns:** The 2020 HNO calculated that of the 1.8 million women, men, girls, and boys affected by the crisis in Libya, 893,000 need humanitarian assistance – a 9 percent increase from 2019 – including 475,000 in need of protection.¹⁷ These trends are further exacerbated for IDPS, who are fleeing security threats and a worsening economic situation. Combined with waves of

¹³ OCHA (2020) HNO. Accessed at:

https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/libya_hno_2020-fullen_final_o.pdf.

¹⁴ Human Rights Watch World Report, 2019: <https://www.hrw.org/world-report/2019/country-chapters/libya>.

¹⁵ UNDP (2021) Human Development Indicators, Libya. Accessed at: <http://hdr.undp.org/en/countries/profiles/LBY>.

¹⁶ WFP (2020) Libya Country Strategic Plan Detailed Logical Framework.

¹⁷ OCHA (2020) HNO. Accessed at:

https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/libya_hno_2020-fullen_final_o.pdf.

displacement, to mention a few Benghazi IDPs in 2015, 81,674 IDPs in 2016 due to the Sirte – ISIL battle, 19,270 IDPs from Derna in 2018, 149,000 IDPs from the fighting in Tripoli in April 2019, 28,000 IDPs from Murzuq in 2019, and 30,000 IDPs from Tarhouna and Sirte in June 2020.^{18 19} In October 2020, military delegations of the Libyan Army of the Government of National Accord (GNA) and of the General Command of the Libyan National Army (LNA) agreed to a ceasefire however, neither party had withdrawn forces from front lines, nor did the Aljufra Sirte road open.

22. WFP Libya operated remotely from Tunisia between 2014 and February 2018. Field presence was gradually re-established in September 2018, first in Tripoli, then in Benghazi, Sabha, Zuwara, and Sirte. WFP is part of the UNCT and coordinates closely with other United Nations agencies to maximise resources for assistance, and mainstream protection and CS within its work. WFP is also part of RRM with the United Nations Children’s Fund (UNICEF), United Nations Population Fund (UNFPA), and IOM to respond to emergencies in Libya. WFP also works at the forefront of the humanitarian, peace, and development Nexus, created the joint referral system and the logistical sector strategy that boosted delivery pipelines, and participates in the Cash and Markets WG.

23. **Broader humanitarian context:** In Libya, humanitarian assistance is primarily delivered through United Nations agencies, INGOs, and local NGOs. Government donors remain the primary funders of the Libyan humanitarian response and are the main source of WFP’s funds.²⁰ Key donors in Libya include: The United States, the United Kingdom, and the EU and its members states, including the governments of Italy and Germany. The 2021 HRP requested a total of US\$189 million from the global donor community to implement humanitarian programming in the following sectors: protection (mine action, gender-based violence, and child protection), emergency telecommunication, health, food security, multi-purpose cash assistance, education, shelter and non-food items, and water, sanitation, and hygiene (WASH).²¹

¹⁸ WFP (2020) Annual Country Report, Libya. Assessed at: https://www.wfp.org/operations/annual-country-report/?operation_id=LY01&year=2020#/21133.

¹⁹ The overview of displacement patterns is extracted from a compilation of the IOM Displacement Tracking Matrix (DTM) reports 2017-2019. In 2015, IDPs from Benghazi accounted for 50% of the country displacement wave, yet a large number returned towards the end of 2017.

- The battle against ISIL in Sirte, between May-December 2016, resulted in 81,674 IDPs in June, out of which 77,510 returned by October 2019.
- The IDPs number from Derna peaked at the beginning of clashes in May - June 2018 amounting to 19,270 individuals, with at least 12,617 returnees registered back in the city and surroundings in the second half of 2018, early 2019.
- Tripoli fighting in April 2019 resulted in 149,000 IDPs, 42% of the country’s displacement, within the city, to Nafousa mountain, and other western coastal areas, and 69, 120 returnees accounted for in October 2019.
- In Murzuq security escalation in August 2019 pushed 28,000 IDPs to other southern locations, and only 1,565 returned by end of 2019.¹⁹
- Fighting between armed militias continued, causing civilian casualties, destruction of key infrastructure and displacement, including around Tarhouna and Sirte where violent clashes in June forced 30,000 people to flee their homes¹⁹. In October 2020, military delegations of the Libyan Army of the GNA and of the General Command of the LNA agreed to a ceasefire however, neither party had withdrawn forces from front lines, nor did the Aljufra Sirte road open.

²⁰ WFP (2020) Annual Country Report, Libya. Assessed at: https://www.wfp.org/operations/annual-country-report/?operation_id=LY01&year=2020#/21133.

²¹ OCHA (2021), HRP Libya (2021). Assessed at: https://reliefweb.int/sites/reliefweb.int/files/resources/libya_hrp_2021-final.pdf.

1.3. Evaluation Methodology and Limitations

1.3.1. Evaluation questions and criteria

24. The Evaluation assessed the GFA and SFP activities during 2017-2019 against the Development Assistance Committee (DAC) main criteria: relevance, coherence, effectiveness, adequacy, and efficiency, reach and access, and sustainability. The Evaluation questions examined GFA and SFP targeting, distribution, relations, and coordination with national and local stakeholders, partners, and other United Nations agencies. The Evaluation also examined Gender Equality and Women's Empowerment (GEEW) mainstreaming efforts, how partners engaged with issues of gender in targeting, selection, and distribution. The Evaluation explored the extent to which WFP programmes take issues of women's mobility, access to transportation, communication (phone and internet) into consideration.

25. The following KEQ were covered during this Evaluation (see Annex 3):

- **Relevance: KEQ 1-** To what extent do the GFA/ SFP respond to the needs of the most vulnerable population groups (food shortage, decreased purchase power, protracted conflict, displacement...)?
- **KEQ2 -** To what extent is the GFA /SFP design appropriate to the local context, dynamics, and relations?
- **Efficiency: KEQ3 -** To what extent is the food delivered through GFA and SFP efficient?
- **KEQ4 -** To what extent is the food delivered through GFA and SFP adequate?
- **Effectiveness: KEQ 5 -** To what extent did GFA and SFP contribute to SDG 2 (Zero Hunger), 4 (quality education), 5 and 17 (partnerships) through its planned outputs and outcomes?
- **Coherence: KEQ6 -** To what extent are the GFA / SFP aligned with national and international efforts and HRP; United Nations Strategic Framework (UNSF); CS (Nexus and social cohesion); the 4 humanitarian principles (humanity, neutrality, impartiality, and independence)?
- **Access and Reach: KEQ 7-** To what extent are the GFA and SFP inclusive and reach women, the vulnerable, the hard-to-reach communities, the unheard and unseen, and different political, tribal, ethnic, and political constituencies in Libya?
- **Accountability to Affected population: KEQ 8-** To what extent the programme is perceived to be culturally sensitive, conflict sensitive and gender sensitive?
- **Sustainability: KEQ9 -** To what extent are GFA and SFP sustainable?

26. The Sabha Case Study will examine the extent to which conflict dynamics have been taken into account during planning, implementation, targeting and distribution. The Case Study will also try to identify the measures that WFP and partners are

taking to contribute to peace in Libya. The Case Study does not attempt to reconcile thinking from different schools of thoughts ranging from maximalists, minimalists, and the conflict-insensitive or “blind”, including those debating whether EMOP should consider the root causes of conflict.²² Nor does it attempt to attribute causality and evidence correlation between WFP GFA activities between the period 2017-2019 and the likelihood of decreased violence or enhanced peace in Sabha, the type of peace, and at what stage of the conflict these changes occurred.²³ The Evaluation scope and other limitations make it challenging to address these points:

27. CS Case Study on Sabha– Main Lines of Inquiry:²⁴

- KEQ Sabha 1: To what extent were WFP and partners able to build a clear understanding of the peace and conflict dynamics in which GFA took place?
- KEQ Sabha 2: To what extent were WFP and partners able to identify how the programme interacts with the context, negatively or positively, and adjust programming accordingly?
- KEQ Sabha 3: To what extent were WFP and partners able to recognise risks contributing to tension and conflict, and address them, in addition to opportunities for contributing to peace, and maximise them?

28. On July 1st, 2020, Elephas held a meeting with WFP leadership, management, and Evaluation team to present the Evaluation focus. They agreed on the Evaluation approaches, which included a formative approach for GFA and a developmental one for SFP. The inception phase stretched between June and September 30, 2020, with data collection lasting from October 15 until January 15, 2021. The primary findings workshop took place on March 3, 2021. The Evaluation report was submitted on March 31, 2021.

29. The main tools and methods the Evaluation used were:

- **Desk review:** The Evaluation Team reviewed programmes’ documentation background materials, secondary sources, WFP documents and a selection of United Nations Office for the Coordination of Humanitarian Affairs (OCHA), IOM and United Nations High Commissioner for Refugees (UNHCR) data briefs and statistical data to inform the Evaluation questions and update the analysis (see Annex 8).
- **Observation and field visits:** The data collectors carried out a total of 5 field visits to a single distribution site per city to observe the food distribution process and interact with beneficiaries and local partners. Data collectors

²² See Annex 6 for Case Study approach.

²³ SIPRI (2019), The World Food Programme Contribution to Improving the Prospect for Peace, June 2019. Assessed at: <https://docs.wfp.org/api/documents/49d56c806e7b4f5b833b3aa88825a4e4/download/>.

²⁴ See KEQ 6, Annex for Line of Inquiries, and Annex. for Findings on Sabha.

observed COVID-19 safety measures and used personal protective equipment (PPE).

- **Interviews with key informants:** The Evaluation carried out semi-structured key informants' interviews with WFP team, local partners, national stakeholders, United Nations agencies, donors, and beneficiaries (see Annex 9).
- **Case Study and timeline for Sabha CS analysis:** The Sabha CS Case Study allowed the Evaluation Team to examine how the GFA interacts with changing conflict dynamics, and the approaches WFP adopts in an area where shifting political alliances and control have impacted operations, access, and safety. The Case Study is detailed in Annex 10. The findings primarily feed into KEQ 6 which examines GFA and WFP CS and nexus dimensions as piloted in Sabha by WFP.
- **Mini nutrition habits surveys for SFP beneficiaries in Murzuq:** Data collectors administered this survey through structured phone interviews. This survey provided data around nutrition habits of children, and perceptions around food.

30. The Evaluation ensured that 50 percent of the beneficiaries interviewed were women. Various hurdles face the data collectors, such as getting prior permission from the male figure next of kin to conduct the interviews, and limited knowledge of the programme as most interviewed women did not go to the distribution sites.

31. The Evaluation was carried out in the following WFP project locations: Tripoli city centre, Tarhouna, Sirte, Sabha, and Murzuq (see Annex 11 for overview of selected locations). These locations were selected based on purposive selection sampling criteria, which include: geographical representation of different Libyan's regions and localities; consideration for official government institutions and/or *de facto* influential actors, previous and current violence resulting in protection concerns, humanitarian needs, particularly food insecurity, major political dynamics affecting communities' cohesion, presence and accessibility to WFP beneficiaries and locations, areas where the SFP was piloted and overlapped with GFA, and previous and present areas of partner operations.

32. In each of the 5 locations where site visits took place, the Evaluation used purposeful sampling to conduct interviews with selected families and beneficiaries of the programme. In coordination with WFP, the Evaluation Team randomly identified 15 beneficiaries per location out of the beneficiaries' lists provided by WFP, out of which the Evaluation randomly selected a number to include in the sample. In some locations the initial list of 15 potential respondents was not available or interested in responding. The Evaluation requested a second set of 15 beneficiaries from which to choose.

1.3.2. Data Collection Field Work Schedule

33. Given the volatility of the Libyan context, field visits and interviews were scheduled weekly, or biweekly in close cooperation with WFP and its partners. Dates are

linked to distribution days by WFP partners. Data collection stretched from October 15, 2020 to January 15, 2021. 5 visits to distribution sites were conducted.

1.3.3. Quality Assurance Processes

34. The Evaluation Team tested data collection tools (see Annex 12) with 2 respondents, and reformulated some questions, particularly the beneficiary interview protocol, to fit local dialect and understanding. Data collectors developed weekly interview schedules with beneficiaries and produced a report per interview. The Evaluation field officer reviewed the report and identified gaps, missing or unclear information. The Evaluation field officer (data collectors' supervisor) conducted calls with 6 randomly selected interviewees to verify that interview standards of confidentiality and privacy were met. Data cleaning took place on a rolling basis. The Evaluation employed data triangulation to mitigate potential biases by combining individual and group techniques, utilising qualitative and quantitative methodologies. Two evaluators participated in each stakeholder interview, and team members cross-analysed findings after data collection to increase data reliability and reduce individual bias. Data errors were reduced by organising data into spreadsheets while adhering to research and coding protocols.
35. The Evaluation used several approaches to analyse the data and ensure validity and reliability of the analysis:
 - **Comparing, contrasting, and synthesizing the data:** Interviews, reports, and conversations were classified into categories as per Evaluation questions, and analysed for trends, patterns, relationships, similarities, and differences. They were then grouped by themes that emerge from the analysis. This will help identify convergences and divergences and detect outliers.
 - **Variation induction:** In this approach, valuative findings are constructed based on the variety of collected data that support the conclusion.
36. The Evaluation carried out triangulation between various data gathered through interviews, Case Study, surveys, and data obtained from the desk review to ensure the integrity of findings. Data gathered was analysed both quantitatively and qualitatively (separately first, then combined), to directly answer Evaluation questions and explain the results. The Evaluation deployed three different forms of triangulation: (1) methodological triangulation; (2) source triangulation, involving at least three lines of evidence including primary and secondary data and at least 6 different sources (beneficiaries, non-beneficiaries, WFP, national authorities, international actors, and local partners) and (3) Investigator triangulation *where this Evaluation* involved 3 main evaluators and 10 data collectors.
37. Gender dimensions were explicitly incorporated into the scope of the Evaluation and the approach, with associated indicators for most Evaluation sub-questions. The Evaluation reviewed gender and age-disaggregated data to ascertain the numbers of women receiving food assistance, the proportion of HHs where women,

or both women and men make decisions on the use of GFA assistance, and female representation amongst partners and local staff. Female data collectors held interviews with female beneficiaries to ensure access. The Evaluation incorporated the views of marginalised groups from varying tribal and ethnic backgrounds by interviewing the Tawergha LCC as well as Murzuq LCCs in Sabha and Benghazi.

38. This Evaluation conforms to WFP and United Nations Evaluation Group ethical standards and norms. The Evaluation made sure to gain the informed consent of all respondents, their privacy, confidentiality, and anonymity via answer coding. In line with the ‘do no harm’ approach, no harm was experienced by interviewees or their communities due to their participation in the DE. The Evaluation faced the following challenges:

- **Raising beneficiary expectations:** Some respondents voiced complaints during the interview process. The Evaluation team explained to beneficiaries that the outcomes of the Evaluation will be used to improve the performance of the programme but could not promise specific changes or resolve personal grievances. The Evaluation Team shared the WFP hotline number and encouraged participants to use it.
- **Independence and impartiality of the Evaluation from WFP, its management, team or associates, partners, or local and national authorities:** Some beneficiaries and local authorities perceived the data collectors as WFP staff. The Evaluation Team and data collectors clearly emphasised their independence from WFP as an external third party to ensure that respondents felt comfortable expressing their perceptions and opinions without fear of damaging their relationship with WFP.
- **COVID-19 restrictions:** Given the physical risks and restrictions on movement due to the COVID-19 pandemic, the team primarily used remote methods for data collection, namely phone calls and social media messaging tools. Live interviews during field visits were possible with the use of PPE and social distancing measures were respected.

1.3.4. Limitations and Mitigation Measures

39. The Evaluation faced challenges in communicating with beneficiaries via phone. Contact information was often inaccurate, or phone numbers not in service. This challenge delayed data gathering in some areas such as Tarhouna, Sirte and Murzuq. To mitigate, the Evaluation requested several lists of contacts from which the team was able to identify the required sample.

40. Reaching women also proved difficult. Many refused to be interviewed, and several who agreed only did so after gaining approval from a male figure in their family. Furthermore, the female data collectors calling to interview women found that most of the phone numbers on file were those of a male figure in the family (son, brother, in-law, etc), mainly in Sirte, Sabha, and Tarhouna. To sidestep this barrier to directly reaching women, the data collectors requested to speak with the male figures to explain the rationale of the Evaluation and solicit the input of their

female family members. In other cases, the data collectors called additional women to reach the required interview sample.

41. The Evaluation faced limited availability and reliability of information related to nutritional habits, student attendance, and malnutrition. For example, the MoE did not share any lists of students or other forms of documentation, which made it difficult to assess whether the SFP had any influence on meal consumption or attendance beyond what was said in the interviews. To mollify the lack of reliable and available information, the Evaluation conducted an extensive literature review to bridge the gap and establish a minimum understanding of the situation.
42. When conducting interviews, the Evaluation encountered a myriad of personal grievances, perceptions, biases, rumours, unfounded claims, misrepresentation of facts, biased interpretations of events or incidents, and conspiracy theories. Beneficiaries were also generally unwilling to speak about sensitive conflict dynamics. The Evaluation team fact-checked some of these claims. Any cases where the Evaluation team was unable to prove or deny them are clearly indicated in the findings.
43. COVID 19 imposed restrictions on movement and limited face-to-face interactions with beneficiaries and respondents. This impacted the extent to which some sensitive issues such as security, women's participation and conflict dynamics could be probed. To mitigate these challenges, the interview adopted dialogue interview methods to establish connection with respondents. Despite that some questions were vaguely answered by beneficiaries, these situations are reflected in the findings below.
44. A general mitigation strategy that this Evaluation adopted to deal with limited and conflicting data is through localized data collection and fact checking with local actors. For this purpose, 6 men and 6 women were recruited from the selected locations. These individuals enjoy acceptance by and connections with the community and possess a strong understanding of political and security circumstances; they were instrumental in verifying data with various sources in the community. Any cases where data could not be validated are highlighted in the 'Evaluation Findings' below.
45. Female data collectors were specifically recruited in each of the 6 selected locations to enable access to female beneficiary interviewees, after ensuring the consent of the family's male figure and gathering their opinions on how to improve the programme implementation. Several of the enumerators who are prominent members of their community (including the female data collectors, who made up 2 teachers, 1 doctor, and 2 civic activists) employed their experience to gain access to interviewees, in particular female beneficiaries.

2. Evaluation Findings

2.1. Evaluation Question 1: To what extent do the GFA/SFP respond to the needs of the most vulnerable population groups (food shortage, decreased purchase power, protracted conflict, displacement...)?

2.1.1. Existence of Needs and Relevance of GFA:

46. In 2021, nearly 1.2 million IDPs are in need of humanitarian assistance in Libya.²⁵ According to a surveyed sample in the 2020 REACH Multi-Sector Needs Assessment (MSNA), around 44% of refugees and migrants food security living standards are extreme (13%) and (31%) severe.²⁶ Additionally, non-IDPs Libyan families, especially female-headed HHs which typically comprise widowed and divorced women, people with disabilities and small business owners were affected greatly by the COVID-19 pandemic.²⁷ Population displacement and humanitarian needs are caused by multiple factors, including: protracted armed conflict, political and economic crises, dwindling public services, rapid spikes in food and fuel prices due to cuts in state subsidies, inflation and a rising cost of living, and loss of shelter and livelihoods.

47. As per the HNO 2018, 2019, and 2020, the below categories of people are identified as vulnerable groups in need of humanitarian assistance.²⁸

48. Overall Food insecurity affects primarily IDPs, returnees, migrants, refugees, and vulnerable host communities. WFP, along with its local partners, have developed the following main criteria to determine the degree of vulnerability in families who could be eligible to benefit from food assistance:²⁹

- Monthly income (especially for families of IDPs who rent houses)
- Family size (families of 8 members or higher are a priority)
- Displacement (number of times a family has been subject to displacement)
- Persons living with disabilities.
- Female-headed HHs (widowed and divorced women)
- Age (the elderly)

The Evaluation found that these indicators reflect the HNO categories of the populations most vulnerable to food insecurity i.e. IDPs, returnees and host communities. Nevertheless, GFA does not directly assist migrants and refugees,

²⁵ UNICEF 2021 Plan.

²⁶ REACH (2021), 2020 MSNA: Refugees and Migrants Key Findings, Libya. Accessed at: https://www.impact-repository.org/document/reach/5e06f000/REACH_LBY_Factsheet_LBY2001b_February-2021.pdf.

²⁷ Literature review of WFP and interviews.

²⁸ OCHA (2018). HNO Libya.

²⁹ WFP (2020) Arabic language updated leaflet.

who are assisted through RRM. GFA has prioritised these groups during 2017-2019 as per the below:

	2017 (Standard Project Report– SPR–2017)	2018 (SPR 2018)	2019 (Libya annual Country Report 2019 and ICSP)
Beneficiaries Reached	IDPs: 85% (+113% original plan) Returnees: 11% Refugees: 4%	IDPs: 53% Returnees: 36% Residents: 11% Migrants and Refugees: 1% (2,900 in detention centres).	189,000 monthly food distributions, 37,000 via RRM to IDPs, returnees, non-displaced populations, refugees, asylum-seekers, 4,000 migrants outside of detention centres

49. The Evaluation identified some highly vulnerable groups, some already overlapping with WFP vulnerable categories of eligible beneficiaries. These comprise migrants, people with restricted mobility and facing economic hardship, refugees and IDPs who have been subject to multiple displacements, IDPs who fear retribution upon return, large families (especially those who lost their jobs due to the pandemic), some neglected tribal groups in the south, and long-time residents in the country who are denied citizenship (Libyans with undetermined legal status). The Evaluation also highlights vulnerable female HHs who meet the following criteria:

- Widowed (especially with children under 18)
- Elderly
- Divorced
- Caring for disabled family members, elderly, and minor children
- Single and living alone with no means or income.
- Living in rented accommodation
- Women married to non-Libyans who do not have a national Personal Identification Number (PIN) (Family Booklet Numbers): this group face social discrimination at times, and risk being excluded from assistance

“This food box was the only food for my family during COVID-19” (Female head of HH)

50. However, despite existing data on food insecurity, there is a long-standing debate among some national and international stakeholders in Libya about the accuracy of information on food security. Questions have been raised over the extent to which the Libyans receiving food assistance are in “real” need versus simply taking advantage of free food distribution. The US\$25 food basket may insinuate that many Libyans are living under the poverty line, and unable to afford US\$25 of food

without international assistance. This debate sheds light on the importance of refining data collection and engaging in discussions, despite the universally-accepted framework of food insecurity, on contextual criteria and baselines used to identify beneficiaries of food assistance—in the absence of which the Evaluation Team finds it difficult to make conclusions in this regard.

2.1.2. Needs Identification Approach and Process

51. Since 2019, WFP has significantly improved its data collection and analysis, making progress in overcoming the challenges inherent in operating in a complex environment with weak local capacity for data gathering and analysis. WFP ICSP shows a systematic introduction of sex and age disaggregated data (SAAD), an element that was missing prior to 2019. In November 2019, WFP introduced the ‘SCOPE’ platform, a web-based application used for beneficiary registrations, intervention setups, distribution planning, transfers and distribution reporting that supports the collection and analysis of data. The agency also participates in joint assessments, such as the REACH MSNA for migrants and Libyans, the IOM Displacement Tracking Matrix (DTM) assessments, the REACH Joint Market Monitoring Initiative, the Vulnerability Assessment & Mapping (VAM), Quick Needs Assessment (QNA), RRM, Rapid Food Security Assessment, and HNO.
52. The Evaluation identified some discrepancies in the needs assessment phase across partners and locations based on which the beneficiary list is drawn. Initially, these lists are received and compiled from various sources including: the municipalities, local councils, the Sandouk el Zakat, the MoSA offices, and LCCs. Some partners also coordinate closely with village *mukhtars* (chiefs) to identify vulnerable families. However, certain key community structures were reportedly not as involved as they might be, such as Murzuq LCC who only had a limited role in identifying beneficiaries amongst Murzuq IDPs in Sabha, as opposed to Tawergha’s LCC who plays a central role in preparing beneficiary lists.
53. Partners also use different methods in the beneficiary selection process. Some only register beneficiaries if they fit the criteria, while others conduct an assessment with the families to validate their socio-economic status, vulnerability, and other variables based on WFP assessment tools. For example, Sheikh Taher Azzawi Charity Organisation (STACO), Libyan Humanitarian Relief Agency (LibAid), Ayadi Al Khair Society (AKS) and Atta Al Khair, play a central role in registering beneficiaries. Kafaa, on the other hand, relies fully on the lists received from municipalities without conducting independent verification. Assessment and verification methods are carried out through in-person visits, especially in the south, and/or phone calls, particularly during the COVID-19 pandemic. However, even pre-COVID-19, these methods and efforts were contingent on the capacity and willingness of each partner. Some local partners have indicated that they only register names, while the needs assessment itself is carried out through the TPM conducted by Moomken. Moomken conducts QNA on a sample of 10 percent of the initial list received, and subsequently produces a final list. However, 24 beneficiaries out of 30 interviewed and 3 non-beneficiaries were not aware that a

needs assessment had taken place and were not contacted to inquire about their needs.

54. WFP follows an elaborate selection process that involves multiple variables. Registered PIN are checked when planning caseloads for food assistance. After applying the vulnerability scorecards to the head of the HHs indicated in the beneficiary lists, the more financially self-sufficient HHs receiving food assistance through the GFA are weaned off the programme. The remaining spots are re-allocated to newly identified vulnerable HHs through QNA. Those who wish to request food assistance but were not included in a beneficiary list are able to do so through the WFP hotline and interagency Common Feedback Mechanism (CFM). This multi-layered approach serves for better validation and selection of the most in need.
55. According to partners, the final step of the needs' identification process is WFP's approval of the final list. Two local authorities and 3 partners indicated that they do not know what happens to the lists once they are sent to WFP. Interviews with beneficiaries and local authorities indicate that WFP's prioritisation and selection of final beneficiaries remains ambiguous to them. When compounded with discrepancies (see paragraph 48), these uncertainties around selection trigger perceptions of exclusion of certain groups, poor transparency, bias, and/ or unfairness as communicated to the Evaluation team.
56. Other IOs have different assessment protocols, for example, IOM uses the DTM which includes a tailored version of the WFP assessment questions. When IOM and WFP jointly collaborate on assessments, the IOM DTM team conducts the initial assessment, and WFP conducts the verification via phone.

2.1.3. COVID-19 Pandemic Effects

57. The pandemic aggravated the already existing vulnerabilities among IDPs, women, the disabled, large families, and further plunged other categories of families into need. Food prices spiked even more due to COVID-19 outbreak, notably between April and June 2020 when lockdowns were first imposed. This was coupled with disrupted access to livelihoods and income, particularly affecting daily workers and small tradesmen whose activities were severely impacted by the lockdowns and restrictions. The Libyan gross domestic product (GDP) reduction due to COVID-19 is estimated to vary between 9 billion Libyan dinars (LYD) to 13.5 LYD.³⁰ Economic hardship in the south was also exacerbated by a 370 percent fuel price increase from January to April 2020.³¹
58. Food insecurity is the first characteristic of daily income loss. WFP's May-June 2020 QNA found that 1 out of 2 respondents had borderline poor food

³⁰ The United Nations Socio-Economic Framework for the Response to COVID-19 in Libya.

³¹ REACH (2020), Libya Joint Monitoring Market Initiative, November 2020. Assessed at: https://reliefweb.int/sites/reliefweb.int/files/resources/REACH_LBY_Situation-overview_JMMI_November-2020.pdf.

consumption. In April, 77 percent of interviewees could not access supermarket and 70 percent had no money to buy food.³² The scarcity of food in many areas was compounded by traders holding onto supplies to sell them later at a higher price.³³ Access was also compromised due to dramatic price increase coupled with income loss, inflation, and the ongoing cash liquidity crisis. The pandemic further exacerbated conditions for female headed HHs who struggled to maintain or find low-income daily jobs. They also faced mobility restrictions due to their care duties for children staying at home during lockdown, and school closures between March and December 2020. WFP food basket was a lifesaving assistance, as per 4 partners and a number of national stakeholders, as it was the only food these female HH could access due to the restrictive mobility.

59. Assistance requests through WFP hotline saw an increase. 103,915 Libyan individuals requested humanitarian assistance between May-June 2020—48.74 percent of whom were host community members and 48.86 percent were IDPs. In summary, the increase in requests for food assistance pre-2020 COVID-19 compared with post-2020 COVID-19 was 346,900 people: a total of 298,000 in 2019; 336,100 in 2020 before the pandemic, and 683,000 after.³⁴ Some respondents mentioned suffering from dwindling purchase power during Covid-19 to buy gluten free (1 national stakeholder) and diabetic-friendly food (1 beneficiary), as well the importance of including non-food items such as detergents, PPE, and hand sanitiser (1 national stakeholder).

60. Between March – May 2020, WFP responded to the needs of over 54,000 people impacted by the pandemic. Beneficiaries included 20,034 Libyans supported through regular food distribution, 4,863 through e-voucher modality, 5,315 migrants through ready-to-eat rations, 18,379 Libyan schoolchildren through at-home rations, and 5,715 recently displaced people through the inter-agency RRM.³⁵

SFP

2.1.4. Existence of Needs and Relevance of SFP

61. SFP aims to respond to the needs of school-aged children in vulnerable communities and address gaps in food security as well as education. This need was also identified as a priority by the MoE, who conducted a baseline study that highlighted gaps in school-aged children’s micro-nutrient intake. The Evaluation finds that SFP contributes to safety net for children. However, the gap was not perceived by interviewees (both stakeholders and beneficiaries) to be related to the prevalence of ‘hunger’ per se, but rather to poor nutritional habits. Interviewees reported prevalent poor nutritional habits amongst school-aged children including

³² WFP (2020) Libya COVID-19 Response, June 2020.

³³ Ibid.

³⁴ Ibid.

³⁵ Ibid.

coming to school without breakfast or food, as well as the consumption of food with low nutritional value (high sugar, high salt).

62. Evidence related to the nutrition status or nutrition habits of school-aged children in Libya is limited, and the Evaluation could not find the surveys on anaemia referred to by MoE. The MoE baseline revealed an indication of iron deficiency anaemia but did not provide primary data around iron deficiency; this baseline did not collect any primary data on child iron or anaemia status rather was reliant on the perception of interviewees in schools. The beneficiaries' respondents to this Evaluation spoke of children's eating habits. Families reported their children ate breakfast prior to leaving for school in the morning, eating 5 times a day, and consuming a variety of foods. At the same time, consumption of sugary drinks and salty food was also prevalent. On average, families reported the consumption of around 2 fruits and vegetables per day. These findings are not representative; though, they provide an insight into children's eating habits and emphasise the need for additional data.
63. Data on unhealthy meals provided by school shops is inconsistent. Some interviewees reported that every school has a food shop, and that the quality of their food is monitored and compliant with strict rules and regulations. On the other hand, various interviewees contested that all schools have shops, and that the food provided, either via the school food shop or sometimes teachers, is often of low nutritional value.
64. In general, data on nutritional status in Libya reveals that as many countries in the region, a double burden of both over- and under-nutrition prevails. The latest cause of death report by the Ministry of Health (MoH) states that a high proportion of mortality (almost 40 percent) is due to non-communicable diseases which are often diet related. Amongst adults, obesity rates are reported to have more than doubled since the 1980s while child obesity and overweight has been reported to be on the rise reaching 22.4 percent.^{36 37} Adolescent obesity and overweight are estimated at 26 percent amongst males and 37 percent amongst females.³⁸ Although not targeted in the SFP, approximately 50 percent of primary school children in Benghazi are overweight or obese.
65. The prevalence of over-nutrition is coupled with some evidence on under-nutrition—although the findings are not conclusive. As of 2007, the national prevalence of wasting, is 6.5 percent amongst children under 5 years of age, however, individual reports indicate a more alarming rate. Similarly, the latest national figure on stunting was in 2007, which shows that 21 percent of children

³⁶ Lemamsha, H., Papadopoulos, C., & Randhawa, G. (2018). Understanding the risk and protective factors associated with obesity amongst Libyan adults—a qualitative study. *BMC public health*, 18(1), 493.

³⁷ Global Nutrition Report (2019), Libya Country Nutrition Profile. Accessed at: <https://globalnutritionreport.org/resources/nutrition-profiles/africa/northern-africa/libya/>.

³⁸ MUSAIGER, A. O., AL-MANNAI, M., TAYYEM, R., AL-LALLA, O., ALI, E. Y., KALAM, F., & CHIRANE, M. (2013). Perceived barriers to healthy eating and physical activity among adolescents in seven Arab countries: a cross-cultural study. *The Scientific World Journal*.

under 5 are stunted, yet the Global Nutrition Report reports a percentage of 38% which indicate an increase.^{39 40}

66. For school-aged children, although indicative of only Benghazi, a series of studies were conducted on oral and dental health amongst school-aged children in Benghazi, showing a high prevalence of dental erosion (70 percent of children) due to consumption of sugary foods.⁴¹ The latest study highlighted the low consumption of fresh fruits and vegetables (except juices) amongst school aged children (as low as 6 percent of children consume 2-4 portions per day).⁴²

67. The above evidence clearly demonstrates that children in Libya suffer from multiple layered nutrition problems which manifest themselves through indicators of overweight, dental conditions, anaemia and stunting, making it necessary to conduct a proper assessment of children nutrition habits and design proper feeding and nutrition interventions.

68. In terms of school health and the school learning environment, reports show that, in general, the WASH infrastructure and services have been deteriorating in Libya and evidence that children are increasingly suffering from psychosocial distress due to conflict. The south's socio-economic situation has led many beneficiaries and stakeholders confirm the need for SFP. Good nutrition and healthy meals provided to children were perceived as important contributors to improved health and wellbeing in view of the deteriorating economic situation. Some families referred to this as a human right.

"It is a human right to ensure good nutrition for children, especially amidst the economic situation" (Parent).

2.1.5. COVID-19 Pandemic Effects:

69. Schools have been closed since the start of the pandemic and distribution of meals (date bars) shifted from in-person distributions in school to HH distributions with the support of school principals and staff members. Furthermore, given the importance of staying healthy during the COVID-19 pandemic, more efforts are needed to raise awareness of hygiene issues and COVID-19 safety.⁴³ WFP response

³⁹ Adel, E. T., Marie-Françoise, R. C., Salaheddin M, M., Najeeb, E., Monem Ahmed, A., Ibrahim, B., & Gerard, L. (2008). Nutritional status of under-five children in Libya; a national population-based survey. *Libyan Journal of Medicine*, 3(1), 13-19.

⁴⁰ Global Nutrition Report (2019), Libya Country Nutrition Profile. Accessed at: <https://globalnutritionreport.org/resources/nutrition-profiles/africa/northern-africa/libya/>.

⁴¹ 1) Huew, R., & Ali, F. (2020). Diet and its association with prevalence of dental erosion in Libyan schoolchildren. In *International Conference on Dentistry, July 12, 2020*; 2) Huew, R., Waterhouse, P., Moynihan, P., Kometa, S., & Maguire, A. (2012). Dental caries and its association with diet and dental erosion in Libyan schoolchildren. *International Journal of Paediatric Dentistry*, 22(1), 68-76; 3) Huew, R., Waterhouse, P. J., Moynihan, P. J., & Maguire, A. (2011). Prevalence and severity of dental caries in Libyan schoolchildren. *International Dental Journal*, 61(4), 217-223; 4) Huew, R., Waterhouse, P. J., Moynihan, P. J., Kometa, S., & Maguire, A. (2011). Dental erosion and its association with diet in Libyan schoolchildren. *European Archives of Paediatric Dentistry*, 12(5), 234-240; and 5) Huew, R., Maguire, A., Waterhouse, P., & Moynihan, P. (2014). Nutrient intake and dietary patterns of relevance to dental health of 12-year-old Libyan children. *Public health nutrition*, 17(5), 1107-1113.

⁴² Huew, R., & Ali, F. (2020). Diet and its association with prevalence of dental erosion in Libyan schoolchildren. In *International Conference on Dentistry, July 12, 2020*.

⁴³ WFP (2020) Libya COVID-19 Response, June 2020. Assessed at:

<https://reliefweb.int/sites/reliefweb.int/files/resources/WFP%20Libya%20COVID-19%20Response%20-%20June%202020.pdf>.

during the COVID-19 pandemic reached 18,379 students out of which 49 percent were girls.⁴⁴

Key findings and conclusions – Question 1

GFA

- GFA responds to the widespread humanitarian needs of vulnerable communities in Libya. Levels of food security may fluctuate depending on the security and political situation, but protracted displacement, market disruptions, low commodity production, and most recently COVID-19 are at the root causes of food insecurity.
- There is a wide debate among UNCT and other humanitarian actors on refining data collection, and the contextualization of the universally-accepted framework of food insecurity, and hence discuss further what and if Libya has food insecurity, and is going through a humanitarian crisis.
- WFP vulnerability categories reflect the lived experiences of beneficiaries, and highlight further sub-categories related to women, persons denied citizenship, and non-IDPs.
- The outreach, targeting and selection process of vulnerable groups is maximised through a contextually and locally driven process. However, it is subject to asymmetrical registration, assessment, and verification practices, in addition to the involvement of multiple actors which can impact equal access and perceptions of fairness.
- COVID-19 affected the economic situation, income generating abilities, and access to food, especially during April-May 2020. Specific needs emerged for gluten-free and diabetic products, detergents, and hand sanitiser. WFP COVID-19 response by June 2020 reached 32,702 impacted individuals out of which 41 percent were women.

Women have struggled during COVID-19.

Categories of women in vulnerable situations include widowed, heads of HHs, married to non-Libyans, divorced and caregivers.

SFP

- There is a perception that the SFP responds to the needs of school-aged children in vulnerable communities, however, data on specific nutritional needs and availability of health food in schools is lacking.
- SFP distribution shifted to HH during Covid-19 and WFP assisted 18,379 students out of which 49% were girls.

2.2 Evaluation Question 2: To what extent is the GFA /SFP design appropriate to the local context, dynamics, and relations?

GFA

⁴⁴ Ibid p 13.

2.2.1. On the GFA Design:

70. The Evaluation distinguishes between 2 distinct phases of the WFP GFA life cycle: one in 2017-2018, and another in 2019-2020. Between 2016 and 2018, the GFA was designed on an annual basis as a stand-alone EMOP programme to address food insecurity and was managed remotely from Tunisia. As of 2019, adopting a programmatic lens (rather than project-based) through 2019-2020 ICSP and re-establishing a field presence in Tripoli, and later Benghazi, then Sabha, and recently in Sirte, moved WFP planning from ad hoc projects to comprehensive programming that can adapt to changes and develop with the field's needs. Prior to 2019, the GFA LF focused on quantitative measures of outputs and performance; with ICSP 2019-2020 the LF, identified indicators to measure results, outcomes, and activities. It also elaborated a "Theory of Change" (ToC), which outlines how WFP programming will serve to improve food security in Libya.
71. This Evaluation covers the first Strategic Outcome indicated in ICSP 2019-2020 LF that aims to ensure that "Crisis-affected vulnerable populations in Libya, including school children, have access to sufficient and nutritious food during and in the aftermath of crisis". This outcome contributes to the HRP Strategic Objective 2, related to access to basic services and the UNSF Strategic Outcome 3 on delivery of quality social services. This outcome will be mainly achieved through Activity 1: "Providing assistance to food-insecure and vulnerable people in Libya, (IDPs, returnees, non-displaced people and refugees) including school children, and pilot complementary interventions that improve food security and nutrition." The ICSP LF indicated 2 main expected outputs:
1. Crisis-affected populations receive regular and timely food assistance through in-kind transfers that meet their basic food and nutrition needs.
 2. Children attending school in targeted areas receive nutritious food that meet their food requirements.

This shift in WFP design and intervention modalities enhanced the response to the increasing food insecurities experienced by several categories of vulnerable groups, as also shown in the tables (paragraph 44 and 45).

72. Both outcomes and outputs indicators listed in the LF are quantitative in nature and aim primarily to measure food security and the number of beneficiaries, stakeholders, and school dropouts. The ICSP LF speaks of opportunities, strategic direction, and future interventions but do not clearly spell out how these new interventions will address the root causes of food insecurity, or positively impact on peoples' lives through enhancing food security and social safety nets. This is particularly relevant to counter the views conveyed during the interview with 1 donor, a United Nations agency, and a local authority representative, and contesting the relevance of GFA in Libya. These opinions vary, some consider Libya already a rich country that can address food insecurity, others question whether Libyan's food insecurity is as significant as portrayed in the reports.

73. WFP needs assessment tools include brief descriptions of the overall context and highlights key patterns in some localities. Since 2019, WFP has been engaging in forums and discussions on CS and has been conducting both separate and joint CS assessments in 2019- 2020 (see coherence and CS Case Study). The aim of these exercises is to ensure a strong understanding of power dynamics and local contexts, and that WFP programming accounts for conflict and stakeholder dynamics. Most national and international respondents think highly of WFP staff when it comes to knowledge of Libya and its complexity which is key to ensure proper management and access of GFA.

2.2.2. On GFA Implementation:

74. According to WFP staff, local partners, United Nations agencies, and local authorities interviewed, WFP's GFA targeting, distribution, and coordination is carried out through collaboration with various actors, including communal structures, local authorities, national stakeholders, other United Nations agencies, mainly the United Nations Department of Safety and Security (UNDSS), IOM, UNHCR, and OCHA. WFP coordinates closely with UNDSS and security units in United Nations agencies, in addition to local authorities affiliated security to stay informed about security incidents and secure the safety of Distribution Points (DP). The security units also coordinated with the programme units to assign a security focal point among each partner. Partners' staff oversee the security of the distribution sites by assigning security personnel to monitor the entrances.

75. WFP staff and local partners interviewed explain that implementation is carried out via local partners and their networks who have established strong working relationships and open communication channels with local authorities, municipalities, mayors, and representatives of the MoSA, Ministry of Interior, and elders' councils. WFP manoeuvres a relatively complex coordination web that helps mitigate any challenges that arise. For example, WFP staff and local partner mentioned that WFP leveraged its contacts with local authorities, community structures, and elders' councils to handle incidents of unlawful confiscation of food packages in Tripoli and Sabha. As a result, the goods were successfully returned, and WFP subsequently improved security measures at distribution sites. For example, a security detail at each distribution site is now tasked with monitoring the area and ensuring that only eligible beneficiaries can enter. WFP has devised a new course of action on working in insecure environments, such as Alsharqiya, by changing transportation routes and coordinating closely with OCHA and local authorities to ensure food assistance reaches beneficiaries living in unsecured areas. These efforts not only guarantee the safe transport and delivery of food, but also foster widespread cooperation and transparency between different stakeholders, as well as give local authorities and beneficiaries a sense of ownership. The Evaluation Team considers ensuring secure access and the targeting process as the most burdensome component of the GFA operation (more under KEQ3- Efficiency).

76. As per the programme documents, interview with WFP staff, local partners, and United Nations agencies the Libyan conflict presents a complex operating

environment, where political division between the western and the eastern governments hinders humanitarian access to populations in need of assistance, and identification of priorities on a national level. Coordination with 2 rival administrations is sensitive and labour-intensive: often these interlocutors lack strategic visions and plans, have weak capacities, and experience constant turn over. The humanitarian community official engagement with the eastern government proved controversial after the Libyan Political Agreement (LPA) process in December 2015, which endorsed the western-based GNA as the only internationally- recognised authority. WFP, along with other international agencies, have been careful in striking a balance between politics, adhering to United Nations policies, and operational necessities. WFP ability to reach out and manage a multi-layered and diverse network of actors prove to be essential to the operation access, credibility, neutrality, and expansion, and to navigating security and political complexities.

77. During 2019 and onwards, WFP enhanced its recruitment of national Libyan staff and established the United Nations Humanitarian Air Service (UNHAS) as well as a United Nations Hub in Benghazi. According to WFP staff and leadership, these managerial and logistical developments allowed WFP to increase its presence in the east and west of Libya. Consequently, this have resulted in better access to the field and a wider range of national stakeholders, and improved activity monitoring.
78. Respondents to interviews from WFP staff (1), national stakeholder (1), international stakeholder (2), and beneficiaries (3), spoke about receiving feedback about feelings of undermined pride and dignity due to receiving food aid. Two local partners indicated that they had beneficiaries complain about the insensitivity of inserting logos on food items.

2.2.3. Accommodating Challenges and COVID-19

79. Despite heavy logistics requirements and lengthy coordination efforts, WFP's implementation approach remains flexible, and seeks to adapt to changing needs of beneficiaries based on the evolving context. However, o beneficiary from Murzuq (and 3 other female beneficiaries) indicated that they were denied food assistance because they were over 3 days late arriving to the distribution centre due to deterioration in security situation in Murzuq in 2019. According to WFP staff, WFP decides on the number of distribution days based on the beneficiaries' caseload and cost effectiveness. If a partner requests an extension because a significant number of beneficiaries were classified as 'no-shows', WFP may consider the request. WFP has also taken physical mobility restrictions into account-when beneficiaries are physically unable to carry the box, WFP reimburses 'porters' mobilised by the community and the partner to deliver the food package to their door. However, the Evaluation identified concerns about vulnerable groups who have no means of personal transportation indicated by beneficiaries (7) and local partners (2), such as IDPs, women, the elderly, and the disabled. These and others from remote out-of-reach areas in the south faced difficulties accessing the DPs within the few days' notice from partners, usually 2, especially when fuel prices skyrocketed.

80. To ensure the physical safety of staff, partners, and beneficiaries during COVID-19, WFP and partners enforced new safety procedures that include: raising awareness on the pandemic and sharing WHO leaflets, enforcing social distancing, using PPE, removing seats to avoid overcrowding, placing food parcels directly into beneficiaries' cars utilising a "drive through" mechanism (mainly LibAid), halting the distribution of WFP flyers, and asking beneficiaries to wait in cars and not on the distribution site. In cases where partners provide a door-to-door delivery service for beneficiaries with limited mobility, the distribution team leaves the food parcel at the door to maintain at least a 6-foot distance.

SFP

2.2.4. On SFP Design and Overall Implementation

81. All interviewees reported that the SFP is a well-accepted programme, and both stakeholders and beneficiaries perceived it to be appropriate. However, a few stakeholders alluded to the unfortunate deterioration in Libya's socio-economic situation, voicing their frustration with the fact that Libya is no longer a donor state but rather an aid recipient.

82. The concept of distributing a meal in schools is also considered appropriate, and the daily date bars are well regarded and accepted by children and families. Several respondents mentioned that the programme faced some opposition at the beginning of the implementation due to attitudes of suspicion around new intervention. This was either because families did not know the source of these products or because children were not familiar with it as an imported packaged item. However, the situation was quickly dealt with as WFP addressed community concerns and provided relevant information to families through the school. The interviewees reported that children were able to adapt to the meals quickly. Although the Programme was well accepted, it is worth noting that the Evaluation could not find any record of engagement or consultation with beneficiaries (parents and children) during the design phase.

Key findings and conclusions – Question 2

GFA

- WFP moved away from stand-alone project-based interventions design to comprehensive programming in 2019 under the ICSP.
- The ICSP LF is quantitative in nature, and do not unpack GFA's contributions towards enhancing food security and safety nets.
- WFP expanded its operations and field presence starting late 2018 as soon the security and political situation allowed. WFP manages a web of coordination at the local, national (with ministries) and international levels to ensure access, coordination, triangulation, and safety of operations and staff. These endeavours are labour-intensive in a complex context, and politically sensitive on occasion but are a driving force to WFP successful implementation.

- The GFA by design and implementation is not undignified, but a few respondents alluded to feeling embarrassed when receiving food basket or ashamed by the logo on the box.
- The GFA is flexible, which makes responding to unforeseen or emerging security situations, and COVID-19 needs, possible. Nevertheless, the programme experienced hiccups in access and distribution.

SFP

- The distribution of daily date bars to school-aged children in southern Libya is perceived as appropriate. Overall, SFP, including school meals, are well accepted despite some early opposition to the programme.

Efficiency and Adequacy

2.3. Evaluation Question 3: To what extent is the food delivered through GFA and SFP efficient?

2.3.1. The Distribution Process - Outreach

83. WFP's local partners initiate beneficiary outreach once they receive the final endorsed beneficiary lists from WFP. The partners inform beneficiaries of the verification code number, date, and location of distribution via phone short message service (SMS). This communication usually takes place 2 days prior to the distribution date. Local partners follow up with the beneficiaries to make sure they have received the SMS notifications. However, outreach to beneficiaries faces complications because many Libyans frequently change their phone numbers, and/or often experience power cuts, internet and mobile network disruptions. Moreover, 2 partners mentioned that the SMS fail to reach some beneficiaries, and this can be due to weak phone coverage and/or suspicious attitude towards unknown numbers (sender). This was reiterated by 2 female beneficiaries too. Thus, partners make additional round of calls, some of which go unanswered. The sole reliance on mobile phones notification system may be limiting outreach efforts. Partners try to mitigate these risks by using the radio, the mosques, especially in rural areas and the south, sending notifications through municipalities, and the LCCs to inform people of distribution locations and dates. Still, several beneficiaries claim that they do not receive notifications of distribution and find out about it through their neighbours or community.

2.3.2. The Distribution Process – Burdens

84. The distribution centres are—in principle— accessible by car and located in prime locations. Some beneficiaries complained about not being aware of elderly and physically disabled-friendly measures in place. The distribution thus proves problematic to beneficiaries with restricted mobility, such as the physically challenged, women, and the elderly. Reasons range from limited financial means to cover transportation cost which can be high in some southern areas. Women often lack means of personal transportation, and some face restrictions on freedom of movement, especially female headed HHs, elderly women, and widowed. Six

female respondents in the south, Tarhouna, and Sirte expressed discomfort about dealing with male staff members during the distribution, with some others physically unable to carry the box.

85. Beneficiaries (7 including 2 females) mentioned that often neighbours, relatives, and acquaintances help to alleviate these access burdens, and offer transportation to women, the elderly, and people with disabilities. Data gathered during the interviews suggest that community support networks are stronger in smaller towns. In other areas, women and the elderly notify the local partners to arrange for the delivery of food assistance package or send a family member to receive on their behalf, a practice that is approved by WFP. For beneficiaries from hard-to-reach areas in the south, local partners identify safe locations that are closer to the beneficiaries' places of residence, so that they can collect the package. South-based partners offer also home delivery or car-pooling: the former requires WFP approval, and is contingent on the ability and consent of the partner and beneficiary. At times partners pay 'porters' or liaise with LCC members to send the basket to the beneficiaries. In some cases, the partner, in coordination with WFP, and based on the daily beneficiary figures, can opt to extend distribution dates.
86. Local partners accommodate beneficiaries' transportation and mobility challenges as the exception to the rule, although requests for stipends and door-to-door deliveries are common, particularly in the south. It is unclear whether the partners are aware of the scale, i.e., numbers and locations, of home delivery requests in advance to allow for planning and budgeting properly. This lack of prior visibility could create discrepancies among partners in dealing with delivery requests and may cause differential treatment to beneficiaries. Examples are, Atta Al Khair who used the organisation truck to ensure the delivery of food baskets to remote areas during COVID-19 restriction in the south, and LibAid who delivered food to extremely vulnerable women, elderly people and disabled in the east and Sirte. The Evaluation got no data on such measures by the remaining partners.

2.3.3. The Distribution Process Reliability and Regularity:

87. The distribution dates, as communicated to beneficiaries, are scheduled to take place once every month. However, some confusion exists—it is not clear to 7 beneficiaries whether they should expect to receive their baskets once a month or once every 5 to 6 weeks, or whether the collection period is 2 or 3 days. Delays or interruptions in the distribution timeline do occur at times, more so in the south and during COVID-19.
88. For the most part, beneficiaries have stated that the delivery of food baskets has been consistent since they registered for food aid. However, they raised several issues that indicate problems at different intervals in the supply chain. Five respondents out of 30, irrespective of their date and year of registration, stated that they had only received the baskets once or sporadically, or that they have stopped receiving the baskets since the pandemic began in April 2020. One respondent mentioned that she did not receive food assistance until 2 years after her initial

registration. There were also reports of missing items on occasion, or fewer quantities than normal. The Evaluation emphasises that it was not able to validate these claims first-hand.

89. The distribution process is systemic and well organised, but it relies heavily on paper trails, which are liable to human error, can affect data accuracy, confidentiality and put archives at risk of man-made and natural disasters.

2.3.4. COVID-19 Implications

90. Local partners follow COVID-19 safety measures, they limited the spaces where beneficiaries wait, and reminded them, both in the SMS notification and on-site, to wear a mask, wash or sanitise their hands, and practice social distancing. According to the local partners, WFP staff members take all the necessary precautions as well. WHO leaflets are distributed on-site to raise awareness on precautionary measures, and AKS gave masks to beneficiaries if they did not have one. Additional measures were put in place for crowd control during distributions, such as the 'drive-through' to minimise contact between beneficiaries and with the staff. Boxes are directly handed to the beneficiaries and placed in the car trunk. The distribution days are stretched out, and priority is given to delivering food baskets to the elderly. Beneficiaries are not allowed in distribution sites without PPE, although that has created instances of tension with partners' staff. Despite these measures, some beneficiaries fail to respect safety procedures as per TPM reports. Communities in rural areas seem to be more negligent about COVID-19 and enforcing safety measures has proven difficult. Some municipalities were more engaged than others to ensure the safety of the distribution site and staff. Sometimes distribution is delayed because of disruptions in the food delivery to the partner's warehouse and/or because the municipalities request postponement due to COVID-19 restrictions.

SFP

91. The SFP date bars are imported and transported from a central location to regional locations. WFP coordinates with security counterparts to ensure safe delivery and conduct safety and security assessment of storage facilities in schools before handing the school principals the date bars. Sometimes the bars are stored in the school's food shop. Although the transportation process is lengthy and security issues have been encountered in some areas, these challenges have been addressed by WFP. Local monitors oversee the hygiene and expiry dates of the products.

2.3.5. The Distribution Process Reliability and Regularity:

92. Students receive 2 date bars, which are distributed daily via school staff. According to interviews, distribution modalities differ between schools: some distribute the date bars in the early morning, whereas others do so later depend on needs. Interviewees mentioned that leftovers are given out to students to take home. The Evaluation could not establish whether date bars are distributed regardless of the

number of students in schools, i.e. attendance versus absenteeism. In the Sama Ben Zeid School and Ghat Central School, there were reports that students received double the portions distributed in other schools: a portion for school and another as a take home-way home ration (un-related to COVID-19 adaptation measures). The Evaluation could not conclude if this was pre-approved by WFP and documented by the school monitors in charge of the overall implementation.

93. The Evaluation Team could not find any systematic monitoring records for SFP. It is unclear whether schools keep daily logs of date bars distribution. Moreover, the Evaluation could not confirm the regular presence of TPM monitors in schools to observe daily distribution. Several interviewees (school principals and MoE local staff) indicated that TPM visits are limited.

2.3.6. COVID-19 Implications

94. During school closures, date bars were distributed to students' homes according to a detailed plan. No further modality change is identified during COVID-19.

Key findings and conclusions – Question 3

GFA

- Distribution outreach, SMS and follow up calls, are efficient to a certain extent. Partners continue to use communal structures, municipalities and LCCs, especially in the south, to overcome tech and cultural related challenges. These community relations play the same vital role in overcoming challenges hindering those who are unable to access the distribution point due to security, financial, or socio-cultural reasons. They also are key in helping partners in the south to enforce COVID-19 safety measures.
- While the programme tries to accommodate access issues and alleviate burdens incurred by exceptions to certain procedures P or through community support. The size and scale of the challenges are not adequately identified early on, which may affect WFP and partners' ability to plan and allocate appropriate resources.
- Distribution is well organised and respects partners and beneficiaries' physical safety. It is consistent, but interruption in supply chain and delays occur, which usually cause confusion over the regularity of the distribution, and missing food items.
- The programme was swift in raising awareness on the pandemic, enforcing physical safety measures, and amending distribution modalities to reach beneficiaries when movement restrictions were in place due to COVID-19.

Women often face access issues to the DP, some due to cultural reasons.

Six women in the south, Tarhouna, and Sirte expressed discomfort dealing with male staff.

SFP

- During the short life span of SFP, the distribution of date bars was perceived to be timely, regular, and reliable despite a few reports of inconsistencies. The programme lacks a monitoring record (see AAP).

2.4. Evaluation Question 4: To what extent is the food delivered through GFA and SFP adequate (quantity and nutritional value of the food)?

95. The food basket provides up to 75 percent consumption per day / 1560 Kcal for an average family of 5, for 1 month, with the assumption that the family has access to other complementary food, cooking facilities, utensils, and fuel. Larger families do not necessarily receive a bigger basket size. Six respondents indicated that the basket lasts for about 2 weeks, covers around half of the family's nutritional needs, and lacks breakfast items. Moreover, the Evaluation found that the composition of the ration falls within the ranges of recommended content. The recommendations are 10-12 percent protein (the ration is providing 11 percent) and at least 17 percent fat (the ration is providing 29 percent).
96. The Evaluation found it difficult at times to gauge beneficiary opinions regarding the quality of the food baskets as beneficiaries tend to avoid raising complaints, based on their assumptions that they will then be denied further assistance. However, in 2020 and out of the sample assessed, WFP Libya Annual M&E report highlight that 90 percent were satisfied with the quality of food, while 44 percent thinks it is incomplete or insufficient for an average family of 5. WFP has accommodated several complaints about food staples provided in the basket, and some changes were made accordingly, e.g. chickpeas were substituted with beans by-mid 2018 and pasta with couscous in 2019.⁴⁵ In 2021, WFP is considering further diversifying the food basket. Twenty-eight respondents indicated the need to include items such as milk and cheese, and 20 requested tuna. In the south, there is a shortage (as well as a demand to increase) tomato paste (4 female beneficiaries, 1 international and 1 national stakeholder), and oil makes the need for these items greater.
97. Most beneficiaries responded that they had utilised all food items in the basket. There are beneficiaries who did not consume all the beans (1 female and 3 male beneficiaries), pasta (2 female beneficiaries, 1 partner and 1 WFP staff receiving feedback), and chickpeas (reported by 1 stakeholder). Those who provided the reasons (2 beneficiaries and 1 WFP staff receiving feedback) attributed it to the poor quality of items which require a long time to cook. Several respondents (1 international stakeholder, 1 national stakeholder, and 3 WFP staff) indicated that WFP food aid products ended up recycled on shelves in grocery stores and markets (aka individuals reselling items of the food baskets). 1 beneficiary complained about the quality of the food storage at distribution sites, namely that it is left in the sun for too long, however the Evaluation Team could not validate this claim.
98. In 2020, WFP piloted the CBT programme based on 2018 Inter-Sectoral Capacity Assessment where it encouraged procuring food items locally. Primary indications show that recipients have a higher appreciation for CBT, 3 international and 1 national stakeholder, and 1 partner seem to think that CBT is a more sustainable

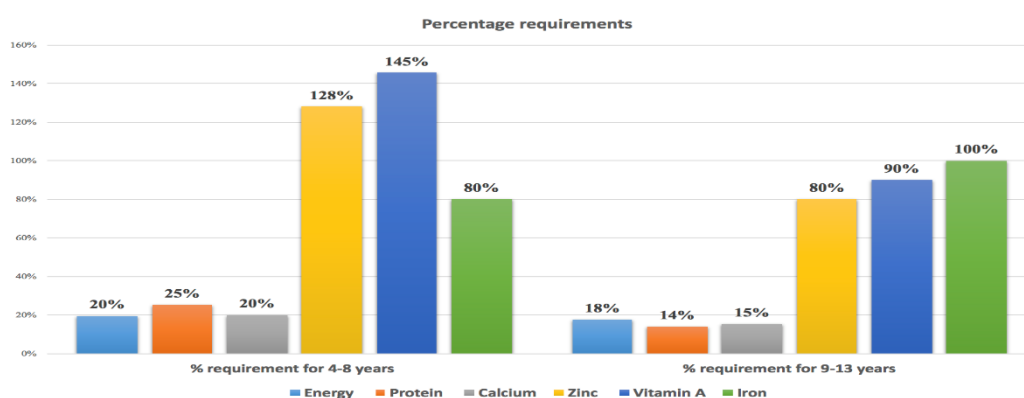
⁴⁵ WFP Hotline Reporting Template and data.

option as it allows beneficiaries more freedom of choice in terms of quality and quantity and enables them to better accommodate personal dietary habits. However, the CBT pilot has led to beneficiary perceptions of differential treatment (1 beneficiary, 1 LCC, and 1 local authority representative), with some wondering why they were not provided CBT. Overall, initial indications show that the personalised CBT option may be preferred by beneficiaries over the GFA food baskets.

SFP

99. Two 40g date bars were provided daily to 10,572 girls and 10,182 boys, at 58 primary schools in the south. Based on the nutrient content of the meals (Figure 1), 80g of date bars provide between 18 and 20 percent of energy needs and 14 to 25 percent of protein needs for children (4-8 years and 9-13 years respectively). Date bars are fortified with micronutrients and provide more than 80 percent of iron needs. Stakeholders and beneficiaries think that the food is enough, complements the prevailing poor diet, and contributes to an increase in the number of meals which impacts children's nutritional habits. However, some interviewees think that the SFP does not sufficiently cater to older children who have higher energy and nutrient needs, and who could benefit from increased quantities. Others suggest diversifying items by adding milk, and juice.

Figure 1: Nutrient content of SFP meals



Key findings and conclusions – Question 4

- The food basket is viewed as sufficient and culturally adequate by most beneficiaries interviewed. However, families with more than 5 members find the items insufficient.
- There are overwhelming requests to introduce amendments include milk, cheese and breakfast items. Tomato paste and oil have also been requested in the south. WFP has made changes twice to food box contents as per beneficiary feedback. Although most beneficiaries consume the contents of their food boxes, there are some reports about food ending on shelves in stores.
- Early indications about CBT are positive and portray it as a preferred option, but the piloting created perceptions of differential treatment.

- There were emerging needs during Covid-19 as reported under KEQ1 (gluten-free diabetic items, in addition to sanitisers, detergent, and PPE)

SFP

- The quantity and nutritional value are adequate for the most part, however interviewees made recommendations to increase the quantity for older children and diversify food items.
- In most cases, meals were fully utilised in schools however, there was no monitoring record to verify claims of duplication.

2.5. Evaluation Question 5: To what extent did GFA and SFP contribute to SDG 2 (Zero Hunger), 4 (quality education), 5 (gender equality) and 17 (partnerships) through its planned outputs and outcomes?

2.5.1. Improved Access to Food

100. In line with the SDGs, the GFA and ICSP aim to achieve zero hunger by 2030. The ICSP includes GFA and emergency food assistance under the RRM, as well as the SFP. WFP assists food-insecure and vulnerable people in Libya, including crisis-affected IDPs, returnees, non-displaced populations, refugees, asylum seekers, and migrants in urban settings. The total people in need assisted by WFP were: 63,521 (51.4 percent female and 48.6 percent male) out of 1.3 million as per 2017 HRP, 96,346 (50 percent male and female) out of 823,000 as per 2018 HRP, and 23,570 (50 percent male and female) out of 893,000 as per 2019 HRP.^{46 47 48} By 2020, 317,000 people were food insecure, and WFP was able to assist 250,225 during January-December (49 percent were women HH, and 32 percent were with children under the age of 5).^{49 50}

101. Thirty beneficiaries, 2 national stakeholders, and all partners (including TPM data) confirm that GFA has improved access to essential food items and had lifesaving impact especially during the first phases of conflict-related displacement. GFA has helped beneficiaries by supporting them through harsh political, economic, and health crises and by relieving the stress of putting food on the table, especially for IDPs. Ten female-headed HH out of 15 appreciated the GFA most as it alleviated the burden of buying food when combined with the duty of care especially during the COVID-19 lockdowns: many of them were unable to leave their dependents to work or buy essentials. RRM is a prompt mechanism that alleviates hardships among populations in Libya, whether IDPs, non-IDPs, refugees or migrants.

⁴⁶ WFP Libya (2017) Country Brief. Assessed at: https://reliefweb.int/sites/reliefweb.int/files/resources/wfp277168_2.pdf.

⁴⁷ WFP Libya (2018) Country Brief. Assessed at: <https://reliefweb.int/sites/reliefweb.int/files/resources/2018%2012%20Libya%20Country%20Brief%20December.pdf>.

⁴⁸ WFP Libya (2019) Country Brief. Assessed at:

<https://reliefweb.int/sites/reliefweb.int/files/resources/2018%2012%20Libya%20Country%20Brief%20December.pdf>; OCHA (2020) Libya HNO, January 2020. Assessed at: https://reliefweb.int/sites/reliefweb.int/files/resources/libya_hno_2020-fullen_final.pdf.

⁴⁹ WFP (2021) Libya Country Overview. Assessed at: <https://www.wfp.org/countries/libya>.

⁵⁰ WFP Libya 2020 Annual M&E Results.

2.5.2. Safe, and Dignified Distribution Process and the Sites

102. WFP coordinates with UNDSS, OCHA, local partners, municipalities, and MoSA to ensure that the distribution process is secure (see KEQ 3 and 7. Local partners have different distribution queues for male and female beneficiaries, and women are prioritised. No respondents complained about mistreatment by WFP or partners data extracted from WFP hotline, and reiterated by one partner, indicate that 41 out of 1656 (2.5 percent) complaints were about undignified and disrespectful treatment between April 2018-November 2020. A significant number of women and elderly cannot come to the distribution sites due to financial, family, and/or cultural reasons (see KEQ 3), and they either send a family delegate or arrange for the assistance to be delivered to their homes instead. In the former case, local partners conduct calls to verify that women and elderly beneficiaries have received their shares.

2.5.3. Strengthening Partner Capacities

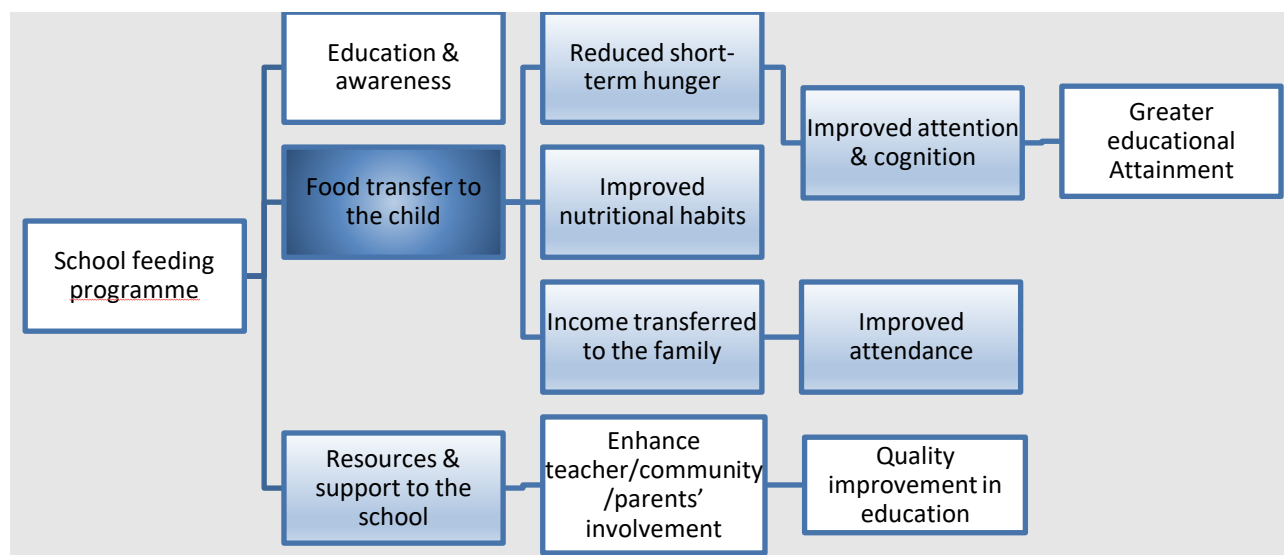
103. In 2017-2018, WFP built the capacity of local partners on various topics including: management, targeting criteria, registration, distribution, storage, finance, reporting, protection, gender, sensitisation, security, humanitarian principles, and market monitoring training. Capacity building for partners was linked to direct implementation of the interventions, and took the form of trainings, mentoring and coaching. This approach often enhances the competencies on individual and institutional levels. Partners continue to receive hands-on mentoring when the need arises, and TPM highlights issues that require guidance or addressing—most recently to accommodate the pandemic’s safety requirements. Moomken’s employees have been trained on monitoring, and they continue to receive training when new tasks are introduced. WFP is agile in dealing with TPM feedback on partners and timely addresses shortcomings. As such, the monitoring and reporting system is adequate to capture and respond to operational challenges and ensure proper measures are taken in due course. Training workshops on implementing COVID-19 safety measures were held remotely in 2020. In 2021, WFP will be rostering the South Peace Organization for Development (SPOD) in the West and Women Youth Empowerment in Benghazi. Furthermore, WFP works directly with municipalities as part of the GFA, while at the same time offers training to ministries on beneficiary management, social safety net programmes, and subsidy reforms. The Evaluation, however, did not conduct a capacity assessment of assessed the impact of these capacity building and mentoring efforts on partners’ skills in real life. Partners nevertheless communicated the needs for more capacity building on management of case load, data information management, conflict resolution, and risk planning.

SFP

2.5.4. Improved Access to Eating Habits and Attendance

104. The SFP was implemented for only a short period of time, i.e. few months, and therefore, it is not expected that the programme has had a significant influence or impact on eating habits. However, when asked, stakeholders and beneficiaries provided insights on the contribution of the programme to eating habits and attendance (Figure 2).

Figure 2: SFP contribution to eating habits and attendance: Outcomes Tree



Above: SFP Outcomes Tree as per interviews: dark blue is mentioned by many interviewees, light blue and white by less or no interviewees.

105. Most interviewees (stakeholders and parents) agree that SFP decreased the prevalence of short-term hunger, i.e. students coming to school on an empty stomach, and it provided students with access to a nutritious product that improved nutritional habits. It seems that SFP encouraged children to consume an additional meal at school which was considered as breakfast. There was consensus amongst stakeholders and parents as well that the meal improved students' energy, where teachers share observations of increased activity and concentration levels. Some stakeholders (3) and parents (3) consider that SFP contributed to improved student performance given the iron intake levels; however, this improvement cannot be validated.

106. Almost all interviewees did not think the SFP had any effect on students' attendance, as attendance is obligatory. School principals and parents noted that children seem to be enjoying school more: they are "happier" to attend school, and eager to receive the food ration. The Evaluation finds it difficult to assess SFP contribution to attendance because no monitoring records are available.

2.5.5. Strengthening Partners Capacities

107. As mentioned in para 95, the Evaluation did not assess the capacity building impact on recipients. However, in line with WFP's Capacity Strengthening and

Investment efforts, WFP Libya facilitated a south-south Cooperation mission for 4 Libyan government officials to Egypt in November 2018 and sponsored MoE officials' participation in the Global Child Nutrition Forum in Tunis (2018), and Siem Reap (in 2019).

108. WFP continues to work closely with MoE throughout the programme. At the programme kick-off, WFP conducted capacity building sessions for 56 MoE staff and teachers about SFP implementation and nutrition in general. MoE representatives and teachers considered the training adequate in equipping them with the knowledge required to implement the SFP programme. Principals indicated that more capacity building is needed to enhance teachers' engagement with the programme.

109. Teachers' engagement with parents at the school level, was through a few information sessions for parents about the programme, at the project's early stages. Interviewees highlighted the importance of educating teachers, students, and parents on nutrition and the impact of healthy eating habits.

110. Given that the date bars were imported, there was no engagement or collaboration with local partners as part of the SFP date bar production or distribution. Stakeholder interviews suggested engaging entities, such as local producers, parents, teachers, or the school cafeteria for the provision of school meals. The Evaluation could not establish whether such initiatives are feasible or not. However, WFP worked with local businesses to run the nutrition summer camps for 600 children in 3 sites in Tripoli, and this cooperation was valued.

2.5.6. Equality

111. SFP includes all students from all targeted 58 schools in the southern governorates of Ghat, Al Gatroun, Alkufra and Alsharqiya, no one is left behind and hence no indications of inequality or preferential treatment was documented.

Key findings and conclusions – Question 5

GFA:

- The GFA increased access to basic food supplies, particularly indispensable for recently displaced families; it alleviated the hardship faced by female-headed HHs during COVID-19 restrictions in movement.
- WFP and partners upheld the safety and dignity of beneficiaries and coordinated closely with various international and national actors as part of the food distribution process. WFP was flexible to respond to some raising access challenges (transportation cost for some vulnerable groups).

- WFP established partnerships and built the capacity of its CPs on topics key to GFA implementation through workshops and hands-on mentoring to ensure continuous learning and a flexible approach to addressing challenges. WFP also offered training workshops to government ministries on GFA, social safety nets, and subsidy reform.

GFA lessened women’s hardship during COVID-19 when they had duty of care.

There were different distribution lines for men and women.

On average women beneficiaries constituted almost 50%.

SFP:

- The SFP programme contributed to some capacity strengthening at the national government and school level, although engagement with parents and local communities was minimal.
- There is a perception that students are eager to go to school because of SFP; that the meals have contributed to an increase in their energy and concentration level; and equally targeted all students in the south of Libya.

Coherence

2.6. Evaluation Question 6: To what extent are the GFA and SFP aligned with national and international efforts and HRP, UNSF, CS (Nexus & social cohesion), and the 4 humanitarian principles (humanity, neutrality, impartiality, and independence)?

2.6.1. Inclusion of Gender, Ethnic, and Disabled Groups:

112. WFP maintains a wide network of stakeholders at both the local and international levels. This network is instrumental in conveying information about WFP programming, ensuring quality of operations, and facilitating humanitarian access. The Evaluation did not find any data that questions the agency’s neutrality, impartiality, and independence. Despite access issues for some vulnerable groups, women, the elderly, physically disabled, and those who cannot afford transportation (see para 76 and 80-86) the GFA aims are inclusive in both its design and implementation. The Evaluation could not verify claims in Sabha about possible fear of registration due to political affiliation of municipality (1 female and 3 international stakeholders), and in Sirte due to lack of social integration (1 female) and conservative culture (1 female). Neither was the Evaluation able to verify 3 claims of discrimination, nepotism, and LibAid falling short of verifying the beneficiaries list thoroughly. There were, however, reports from several interviewees about families in need but not covered or reached by GFA, these were attributed to transportation and mobility challenges (2 partners in the south); no specific reason known (12 beneficiaries); the need to coordinate more with MoSA (1 national stakeholder and 1 beneficiary); inaccessible remote areas (6 beneficiaries) (see also KEQ7). The vulnerability criteria and GFA’s flexibility in dealing with access issues proves WFP’s ability to adapt to a dynamic context and tailor the programme to meet various needs. An example that illustrates this case is WFP’s swift response to meet the needs of migrants in Tajoura whose shelters

were burnt, as well of those of Libyans who experienced natural disasters, such as the Ghat flood and sandstorms in the south.

113. The Evaluation found that setting up a United Nations Hub in Benghazi in 2019, despite being politically controversial, contributed to perceptions of the humanitarian community's neutrality, particularly at a point where the country remains fractured between the east and west. The Evaluation was not able to verify possible negative perceptions following stories or rumours about WFP in the news, or if any of the local security arrangements with authorities' security apparatuses or communal structures triggered CS issues.⁵¹ Nor was the Evaluation able to collect positive feedback when WFP refused to empower local militias on the western coast who held up food trucks in return for money. This was due to the delicate nature of the topic and difficulty to discuss it over a phone interview. A few beneficiaries share the common Libyan attitude that humanitarian agencies with foreign funding are intervening politically in the country. Confusion over the various humanitarian and political roles of the United Nations gave rise to misperceptions around WFP's motivations.
114. Through its monitoring activities, WFP identified the need to understand the impact of the conflict on women in Libya, in particular: the nature of the negative coping mechanisms that women resort to, the extent to which food meets their needs, their protection concerns, and ways to enhance their participation in humanitarian assistance. To address this epistemological gap, WFP undertook a gender analysis in 2020 findings of which are currently finalised. The Evaluation touched on some of these gaps below, and others related to access (under KEQ3).

2.6.2. Increasing Foothold in Libya and Expanding Coordination Efforts

115. In late May 2018, WFP launched UNHAS in Libya to enhance its presence and provide support to at least 50 United Nations agencies, partner NGOs, and donor community. By the end of March 2019, after extensive planning during 2018, WFP established a humanitarian hub in Benghazi to coordinate assistance efforts. WFP worked with IOM, UNICEF and UNFPA to operationalise the RRM to target 20,000 vulnerable communities. Moreover, in 2018, WFP initiated the south-south partnership to learn from SFP best practices. Other partnerships include leading on the Nexus WG and participating in the Cash and Markets WG.
116. Due to the complex structure of local and national authorities in Libya, the presence of 2 governments, and the conflict, WFP had to devise multi-levelled coordination structures. This involved communication channels at the ministerial level, municipal level, and grassroots level. WFP established a relationship with the Mayor of Benghazi to facilitate the process of delivering aid in the east. In Ghat, where there are 2 mayors, WFP met and coordinated with both to guarantee timely distribution. This coordination with different groups allowed WFP to secure

⁵¹ WFP does media rumor tracking to monitor news about the agency, especially during violence or security incidents.

humanitarian access and aid delivery to a range of people in need of assistance across Libya and to stay informed about the government's plans.

117. Coordination with local powers and tribal structures is inevitable in communities of rich political and tribal diversity. WFP and the local partners coordinate with different entities for various purposes. Some partners coordinate with stakeholders early in the targeting process to identify beneficiaries, then liaise with local authorities to ensure smooth distribution (see also KEQ 1). Some leverage other human and material resources for distribution. For example, LibAid requests support from the Scouts to help with food distribution, 1 partner only coordinates with the municipality and MoSA, and 2 others liaise with local and international actors. In Sabha, authority representatives at the local level (the Ministry of Displacement and Sabha municipality) complained about their limited involvement in WFP's IDPs-related programming, so was Murzuq LCC in Sabha; however, this concern was not echoed by the IDPs unit in Tripoli. Coordination efforts between partners and official bodies, such as MoSA offices and municipalities, are context and location specific, and heavily depend on the flexibility and availability of resources. In areas facing high-security risks, WFP has a sophisticated coordination network involving communication via official channels with national and local authorities, security forces, and tribal structures. These diversified engagement and coordination approaches are indispensable to navigate the particularities and complexities of the conflict in Libya. Each area has its particular areas and needs tailored engagement approaches.
118. WFP's local CPs expanded significantly in 2018 and became geographically diverse. The capacities and organisational size of partners varies. WFP select partners based on their ability to access vulnerable communities and operate in difficult environments. WFP staff monitors local partner interactions with beneficiaries and authorities through TPM, regular check ins, and local staff. As mentioned under KEQ2, WFP works closely with CPs to manage incidents with local authorities or armed groups. Coordination with local partners is complemented with OCHA, UNDSS, and other local actors to ensure humanitarian access and security risks mitigation.

2.6.3. Inter-Agency CFM and Referral System

119. WFP is part of the UNCT and coordinates closely with other United Nations agencies such as UNHCR, United Nations Development Programme (UNDP), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), UNICEF, UNFPA, IOM, World Bank, and Food and Agriculture Organisation of the United Nations (FAO) to maximise resources and assistance to communities, and to mainstream protection and CS within its work. WFP accessed Tawergha IDPs in Aljufra with the support of OCHA. WFP is also part of the MSNA conducted by REACH, which is funded by the EU and the United States Agency for International Development (USAID).

120. In addition to GFA, WFP is involved in emergency food distribution through the inter-agency RRM with UNICEF, UNFPA, and IOM. WFP also spearheads ‘Tawasul’, the inter-agency CFM that provides a toll-free country-wide hotline for the population to obtain information on humanitarian assistance, submit feedback, and get referrals to the humanitarian services they need. Migrants and women married to non-Libyans are referred via the CFM to the agencies best suited to respond to their needs.

2.6.4. CS

121. The conflict has impacted local dynamics and allegiances among the diverse ethno-religious and tribal compositions, further complicating humanitarian operations, including food distribution. Seven beneficiaries indicated that WFP cooperates with power structures in communities and municipal councils to ensure its ability to carry out life-saving operations. Many are also apprehensive of authorities and suspect that the targeting and lists of beneficiaries change as per evolving power dynamics and reshuffling of positions (16 beneficiaries, 1 partner, and 3 national stakeholders). Some tensions exist between IDPs and host communities, over resources compounded by perceptions that aid is mobilised to a locality only when displacement occurs. Seven respondents claimed instances of nepotism and discrimination following tensions between beneficiaries and non-beneficiaries especially when the IDPs come from a specific ethnic group, or political affiliation. Local partners often resolve such complaints by redirecting the beneficiaries to the hotline or inviting them to register for GFA.

122. When the LNA took control over Sabha, Ghat, Gatroun, Alkufra, and Alsharqiya, WFP removed the GNA logo from the SFP date bars and continued distribution and training school staff (even though SFP is implemented in partnership with GNA west MoE). WFP partner STACO faced problems when the LNA took over Sabha which halted distribution for 4 months. WFP helped to resolve the situation by providing STACO with official documentation, while STACO employed staff members with strong knowledge with local dynamics to navigate these hurdles.

123. WFP Libya believes that mainstreaming CS within its programming helps in strengthening WFP’s understanding of the complex and fast changing nature of the Libyan context, contributing to better informed and adapted interventions, and enhancing coordination between UNCT and other IOs, including those with a mandate in peacebuilding. In late 2019, WFP concluded CS assessments for the cities of Sabha, Murzuq, and Zuwara. Some local partners who work in conflict-prone areas conducted capacity building for staff, e.g. Atta Al Khair in the south who interact with Tebu, Arabs and Tuareg. WFP’s also elaborated additional security details to ensure the safety of operations.

124. WFP’s commitment to the Nexus and New Way of Working (NWoW) has been in motion since the organisation signed the “Peace Promise” in 2016, emphasising its commitment to uphold the linkages between humanitarian, development, and

peace.⁵² WFP gained further momentum on integrating CS into its work following a June 2019 WFP-Stockholm International Peace Research Institute (SIPRI) report on WFP's contribution to peace. In early September 2019, WFP Libya CO recruited a Nexus coordinator as the Programme Management Team (PMT) chair to facilitate a Nexus WG.⁵³ The PMT decided to pilot NWoW in Sabha, a strategic location in southern Fezzan. The results can be used to scale up and replicate successful CS work in other locations.

125. In order to unpack the criteria of CS, the Evaluation zoomed further on the GFA operation in Sabha and attempted to examine the extent to which CS was an integral part of GFA in the design and implementation. The details of this exercise can be found in the Sabha CS Case Study (Annex 10), but the overall findings conclude that WFP efforts to mainstream CS has been an organic and intuitive practice employed by senior and junior staff and partners from 2017-2019. There is room to enhance WFP institutional capacity on CS, especially in proactively identifying opportunities to maximise peace, and analysing the nature of GFA's interaction with the community and context. The main findings evolved around the following: a) design and planning: the good practice of introducing the Guiding Note on CS,⁵⁴ and gaps identified in the incorporation of CS into LF, needs assessment tools, budgets, and monitoring tools; b) implementation, such as:

- Perceptions of bias or ambiguity resulting from discrepancies and/or shortcomings in the targeting process (e.g. exclusion, unclear definition of IDPs, suspicion towards authorities' involvement in lists, etc.).
- Absence of data towards the impact of GFA on the war economy and/or supply chain overall, and the difficulty to engage beneficiaries on their sentiments towards WFP security arrangements and risks mitigation measures.
- The added value of working through different CPs in each region and locality, but the inability to conclude the impact of the diversification of CPs on the dividing lines of the conflicts in Libya, and wider communities.
- Then lack of data in identifying when and whether WFP is pursuing inclusive governance in its work, recognizing the need to localize the concept to meet realistic needs.

SFP

2.6.5. Safety and CS measures:

126. WFP arranged the date bar transportation from a central location in Tripoli to an agreed-upon MoE municipality office at the regional level. Date bars were later transported to schools. WFP conducted a risk analysis to assess safety and security of distribution and of the products, such as their expiry date, parents' and students' reactions, Minimal security incidents and logistical challenges were reported, and

⁵² SIPRI (2019), The World Food Programme Contribution to Improving the Prospect for Peace, June 2019. Assessed at: <https://docs.wfp.org/api/documents/49d56c806e7b4f5b833b3aa88825a4e4/download/>.

⁵³ The UNCT, in line with the Commitment to Action, assigned a Nexus-related coordination to PMT, chaired by WFP.

⁵⁴ Conflict Analysis and Conflict Sensitivity Assessment, Guidance Note, January 2021.

incidents that arose were addressed. The date bars are stored in a safe place at schools, and the assigned focal points monitor the stocks and verify adequate storage.

2.6.6. Coordination

127. WFP manages multi-layered coordination efforts with the government, international and local stakeholders to inform the programme and provide regular updates. However, not all these stakeholders are familiar with all the knots and bolts of the programme such as beneficiary targeting.

128. Given the nature of the SFP and the exclusive mandate of WFP, there is little room for duplication and none of the interviewees mentioned similar interventions. SFP coordinates with the MoE and other UN agencies, such as UNICEF, and some INGOs (names were not provided). However, the MoH and MoSA were not mentioned as bodies with which SFP liaises. Some interviewees see value in coordinating with other education mandated partners, notably UNICEF who provides learning material and educational supplies as well as other support to schools such as teacher training, psychosocial support, and WASH.

Key findings and conclusions – Question 6

GFA

- GFA design and implementation is driven by inclusivity, and unverified claims of exclusion were not alluding to systematic discrimination by WFP, rather a call for attention to those who are not reached yet, a by-product of mistrust in local authorities, and/or a resentment for not receiving any assistance until a population displacement occurred.
- There is often confusion over the differential humanitarian versus political functions of United Nations agencies. This has contributed to perceptions of weak neutrality and impartiality of United Nations agencies.
- WFP is engaged in multi-layered coordination with government, international and local stakeholders around tailored mechanisms, including the HRP, RRM, and Inter-Agency CFM to ensure smooth operations and referrals. WFP's field presence, UNHAS and the Benghazi Hub improved access to hard-to-reach areas and strengthened partnerships across United Nations agencies and INGOs.
- WFP manages a complex web of relations with Libyan authorities at the central, regional, and local levels to navigate the complex sensitive terrain to uphold humanitarian principles.
- CS has been organically mainstreamed in GFA through security arrangements, community outreach and multi-layer coordination with authorities.
- WFP efforts to mainstream CS have been intuitive and organic. WFP enhanced its capacity to understand and incorporate CS as of 2019 by conducting several assessments, leading the Nexus WG, and partnering with peacebuilding organisation. The Sabha Case Study highlighted further areas for WFP to consider moving forward.

WFP launched a Gender Analysis in Libya to unpack the conflict's impact on women and ultimately enhance their participation in GFA and other programmes.

SFP

- Date bars transportation, storage, and distribution is carried out following a security assessment. Products are monitored once stored in schools.
- The SFP coordinates with government, international, and local stakeholders to inform implementation. Yet not all are fully informed about SFP components.
- Interviewees saw value in enhancing coordination with UNICEF.

Access and Reach

2.7. Evaluation Question 7: To what extent are GFA and SFP inclusive, and do they reach women, the vulnerable, unheard, and unseen, hard-to-reach communities, and different political / tribal / ethnic and political constituencies in Libya?

2.7.1. Targeting and Registration Outreach

129. Lists of vulnerable groups encompass several categories, including, but not limited to: IDPs, the elderly, female widows, female headed HHs, individuals living with disabilities or severe illnesses, including cancer patients. The WFP targeting process is locally driven and relies heavily (as mentioned in KEQ1) on the partners' and WFP community networks. WFP and partners' coordination and targeting efforts differ as per localities (as mentioned in KEQ6). In rural areas, involving villages' *mukhtars* (chiefs) and representatives of various constituencies are vital to avoid tensions among the various tribes who play a key role in dispute resolution. Coordination gaps are inevitable particularly when municipality heads or mayors change, as was the case in Sabha, and Sirte. Ensuring outreach and engagement on the GFA process, especially during the targeting and distribution phases, remains important.

130. WFP partners distribute leaflets in Arabic explaining the registration process and encouraging people in need of food assistance to register. The leaflets provide information on GFA targeting criteria, WFP's mandate, the hotline options to speak to a female or male operator, food distribution process, information around designating a family member to collect the basket, the content of the food basket, and follow-up monitoring calls. The flyers are also shared with the Tawergha community among whom some mentioned that Arabic is not legible for everyone.

2.7.2. Targeting and Registration Verification Mechanism

131. The Evaluation finds WFP means of verification and triangulation (see KEQ1), reasonable to ensure inclusivity and mitigate any potential favouritism driven by political, tribal, and/or ethnic affiliation. WFP's credibility and independence are therefore strengthened: the agency denied requests (i.e. by local authorities) to increase the number of beneficiaries without undertaking the assessment process, even if it will trigger frustration. This was the case with the Al Gatroun municipality, which accused WFP partner's, Atta Al Khair, of failure to deliver, and

Benghazi municipality request in June 2020 following the increased caseload of IDPs from Tarhouna.

132. It is not clear though to what extent the targeting and verification process is able to limit discrepancies resulting from the lack of databases particularly among MoSA, the Social Solidarity Fund, the LCCs, IDPs Council, and municipalities: it is challenging to verify which beneficiary is registering where, and for what type of assistance.⁵⁵ There are several bodies in Libya who register lists of vulnerable individuals. These include the municipalities, MoSA, the LCC, *mukhtars*, Sandouk el Zakat, LibAid, the Libyan Red Crescent (LRC), and other international humanitarian agencies. The limited capacities, archaic system, and conflicting prerogatives of various Libyan governmental bodies further exacerbate the possibility of duplication in registered names of vulnerable families. The use of primitive registration systems, paper-based handwritten lists also pose a serious threat to the accuracy of the registration process.
133. Other challenges to inclusive targeting than those mentioned in KEQ1,⁵⁶ include the lack of consensus among local partners, authorities, and United Nations agencies on who qualifies as IDPs. Respondents debated whether the duration of displacement and level of integration into the host community should disqualify some groups. Furthermore, WFP's CPs update the approved list every 6 months after conducting interviews with beneficiaries to track any changes in their status. Registration seems more rigorous during a population influx or early displacement where WFP gathers the initial lists. As time passes, and with limited capacity to regularly update lists, the risk of having outdated information may increase, as seen with the case of Al-Fallah camp beneficiaries.

2.7.3. Beneficiary Access to Registration

134. Most beneficiaries, regardless of how they learned about the registration process, found it easy and transparent. Many expressed appreciation for the partner's rigorous communication. However, the beneficiaries who claimed that some people in need are not covered suggest that the process could be more inclusive of marginalized groups such as people with disabilities, widows, and recently displaced communities. Some suggested that WFP should be liaising with the Sandouk el Zakat and tribal leaders or establish registration centres in villages to reach remote, hard-to-reach areas. One respondent offered to register those in his community whom he thinks are eligible but are unseen and unheard indicating that only people living in communities can properly identify those in need, as in Libya people are too proud to ask for help. WFP verifies beneficiary list eligibility through TPM-led assessments on a sample of 10 percent, calls, national ID number, and inter-agency coordination efforts. Challenges to full inclusion include the lack of a centralised or shared database among entities registering vulnerable groups,

⁵⁵ The IDP Council is an entity that the Ministry of Displacement is currently trying to set up.

⁵⁶ The use of national ID alone may exclude women married to non-Libyans or long-term residents of Libya who are not properly registered (or denied citizenship).

conflicting authorities' prerogatives, lack of consensus around the definition of an IDP, and exclusion of vulnerable women married to non-Libyans and those who lack IDs.

135. According to another local partner, Benghazi community is aware of GFA and registration process. Civil society actors in the community direct potential beneficiaries to LibAid, who verifies the beneficiary's profile for registration. Fourteen beneficiaries, however, said that they were not aware of the registration process, and that they learned about the food assistance through friends and neighbours. Many beneficiaries do not know what the local partner does, whether the authorities play a role in the selection and distribution process or are aware of the outreach efforts and partnerships. Six beneficiaries interviewed have not heard of WFP but rather of the local partner, and another 6 confuse WFP with other United Nations agencies.

Maximising Targeting and Access: Atta Al Khair's access to Tejrri, an under-developed border area near Chad, facilitates the reach to both Tebu and Arab communities. Atta Alkhair works closely with a mukhtar who is well-connected and respected in the community as they identify and assess vulnerable families. The list is produced based on consultation with the mukhtar, but also by including vulnerable families identified by the Sandouk el Zakat who are not covered due to limited resources. Parallel consultation is done with OCHA. To mitigate the challenges of reaching the distribution site due to fuel prices and economic hardship, Atta Al Khair hired unemployed locals from the town to be 'porters' and deliver food to beneficiaries in Tejrri, and hard-to-reach areas.

136. The Evaluation was not able to validate several claims about individuals in need unable to register for food assistance due to the socio-political situation, security, nepotism, and/or lack of integration in local community. In Sabha and Sirte, some beneficiaries were afraid to come forward for registration because of the municipalities' political affiliation, ethnic and tribal compositions. One beneficiary accused the "people in charge of the Al-Fallah camp", i.e. the LCC, of nepotism through registering the names of their Tawergha relatives. On another note, there are women who do not want to come forward and reveal the vulnerable situation they are in, possibly because of the conservative culture in Sirte, feeling of pride, and fear of stigma for queuing to receive food rations.
137. One partner indicates that there is no discrimination but rather exclusion of individuals who do not have ID. Another partner finds it difficult to reach and provide for migrants who do not hold ID, as well as those who are out of migrants' gatherings. The partner is currently assessing 15-20 Egyptian families in Traghen, where UNICEF, IOM, and ICRC work. The same partner assessed and referred 80 Sudanese IDPs families from Murzuq to humanitarian agencies for assistance.

2.7.4. Distribution Outreach and Verification

138. Many beneficiaries are appreciative of the efforts made by partners to inform them about the distribution, via calls, SMS, and in some areas through notifying

neighbours, and radio. This plethora of communication tools is indicative of the local partners' flexibility and commitment. Nevertheless, the lack of uniformity raises questions about equal access across the partners. One beneficiary suggested communicating the distribution point on the day of their registration, so they have adequate time to plan transportation arrangements, which is a burden for some beneficiaries due to the high cost of fuel in remote non-urban areas.

139. The verification methods are essential in ensuring inclusivity and outreach. For example, on the day of distribution, the beneficiary presents an ID with the family number and the partner cross-checks it with the pre-approved lists before allowing the beneficiary to the facility to receive the basket. Partners ensures distribution to those beneficiaries who are unable to come (see KEQ 3 – 5), by verifying the coupon brought by the beneficiary's delegate. Often the partner follows up directly with the beneficiary to confirm that their delegate received the food basket on their behalf and that it was successfully delivered.

2.7.5. Beneficiaries Access to Distribution

140. The distribution site is difficult to access for some, due to either transportation, security, poor infrastructure, and/or increases in fuel prices. These challenges are more common in the south and remote non-urban areas. The Evaluation documented similar claims in areas, such as Zamzam, Wadi Bey al-Kabir, Abu Noujaim, Awbari area, in some outskirts of Sirte, and for some IDPs near Murzuq. Distribution sites that are leased from companies are the hardest to reach, as these are not well-known to the community. One respondent said that paying for transportation exceeds the financial value of the food basket.

141. In many cases, women send their male relatives, or a representative, to receive the food box especially that they face restriction in movement. One international partner stated that, in most cases, women are not the primary recipients of aid, which cast doubts on the GFA's outreach to women. The Evaluation experienced this first-hand during interviews with 8 female respondents who never visited a distribution site or registered themselves, but sometimes receive the basket. Four women reported irregularity in amounts and frequency.

"I never visited the distribution site, I did not register, I don't know, my son in law brings me the basket once every 3-4 months" (widow).

142. COVID-19 halted food distribution in June and July 2020 in Sirte and prohibited LibAid from reaching beneficiaries who were not able to access distribution sites. Atta Al Khair used the organisation truck to deliver food assistance door-to-door so that the beneficiaries were not breach lockdowns.

2.7.6. GFA and Security Situation

143. Beneficiaries worry about the escalating tribal conflicts that shape the security situation, and ultimately impacts their daily lives. They are not necessarily

cognizant of how the programme either affects or is impacted by the conflict. Nor are they aware that WFP and its partner have contingency plans, and mitigating measures to address security situations, nor whether assistance has been subject to militias confiscations at times, and/or that field workers have been assaulted. However, some beneficiaries appreciated the visible security arrangements implemented in distribution sites. Furthermore, the Evaluation gathered contradictory views from beneficiaries regarding the involvement of local authorities in distribution sites. Some considers it a positive thing, but others cast doubts pertaining to the use of WFP assistance by the municipalities to enhance favouritism and clientelism. Engaging with interviewees more deeply on security matters requires a lengthier discussion in a more conducive safe space, which was not possible with the phone interviews conducted during the COVID-19 pandemic.

144. WFP selected local partners based on operational and capacity criteria, in addition to their ability to access and politically navigate the continuously shifting dynamics. For example, working with LibAid in Sirte after May 2020 facilitated WFP operations with the authorities, and contracting Atta Al Khair helped WFP gain footing within the Tebu community and resolve challenges through staff community relations. Moomken recruited local staff that are well embedded in the community, which according to them enhances access, ensures prompt mobility, and serves as an early warning mechanism given the proximity and rooting of their staff in the communities. Similarly, WFP's staff recruitment in Sirte, Benghazi, Sabha served the same purpose.

2.7.7. GFA and Identity Politics

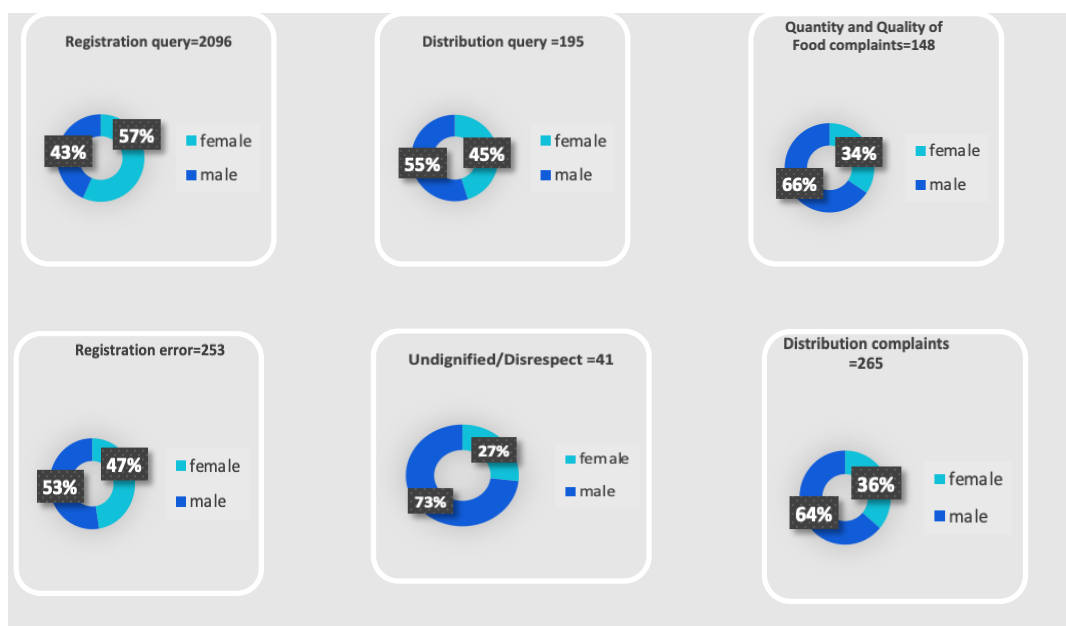
145. Perceptions of discriminations or mistreatment conflate at times with the conflict's dividing lines or overall dynamics. For example, a female beneficiary believed that the portions she was receiving were of subpar quantity and quality because she was from Benghazi and not Tripoli. Tension occurred between Alwadi and Sabha communities because the former received tuna and cheese whereas the others didn't. The CBT piloting triggered confusion, a sense of unfairness over the selection process. Beneficiaries were not able to understand the concept of the pilot CBT and insisted that it constituted preferential treatment for a happy few. This perceived bias also runs for the targeting processes, where a female interviewee objected to the aid some families received, who she perceives as not vulnerable. Others complained about not receiving an explanation as to why their requests for registration were denied. Another significant example is the decision to consider Sirte IDPs returnees as fully integrated after just 3 months of return, and hence no longer eligible for food assistance, whereas returnees to the city of Tawergha still receive assistance. However, the Evaluation Team is aware that conditions for a dignified return of the Tawergha community are not yet in place, that the town remains far from fully hospitable, and that this marks a sensitive case given the existing tensions between Misrata-Tawergha communities. Nevertheless, this perception compounded with asymmetrical criteria for IDPs, and various databases registering vulnerable, can exacerbate these grievances and amplify conspiracy theories and misperceptions. There are also claims that the drop-off or door to door delivery service favours some beneficiaries over others.

146. Chadian beneficiaries complained of diminished portions between September and October 2020—during these 2 months WFP faced issues in downstream pipeline. This situation, in addition to the difficulty of communicating with non-Arabic speaking beneficiaries, led Atta Al Khair to refer the Chadian beneficiaries to the hotline so they could better understand why their portions were smaller than usual. On several occasions, some Chadian beneficiaries were armed when accessing distribution centres, which triggered security concerns. In other cases, Chadian and Tebu beneficiaries collaborate in dealing with problems they commonly face. The local partner managed to engage with the Tebu community.
147. WFP made sure to select participants from different tribal and ethnic backgrounds during the cultural events in the Awbari market in 2020. WFP ensured that no conflict would arise due to someone's participation, or lack thereof, or from any failure to secure the required authorisation from local authorities.

2.7.8. Women Access and Participation:

148. Few women flagged claims of gender-based discrimination around women access to aid, ensuring their voices are heard, and roles in decision-making around food assistance. However, some interviewees mentioned the different reasons that hinder women access to distribution centre, such as limited presence of female staff during both the assessment and distribution phases.
149. Incorporating women's voices and opinions into the programme is twofold. First, catering to women's requests for specific food items and distribution modalities, and their ability to access safe means of communication (highlighted previously). Second pertains to women's decision-making power at home about how to use food items and when. The latter is not necessarily indicative of progress towards women's empowerment. Women in Libya, similarly to many countries in the region, have a socially inherited gender role to be homemakers—and thus prepare their family's meals. Families rely on women to decide what to cook and to respond to the family's dietary needs. One way to examine women's access and participation would be to look at whether women have a say in decisions around spending on food, but this proved difficult given the remote modality of the Evaluation and lack of safe spaces to discuss this topic. The WFP hotline dashboard categorizes women's complaints but does not necessarily provide indicative data on the level and nature of women's participation in decisions around food. It does, however, show that many women have made inquiries or voiced their concerns about the GFA, particularly on access and registration as indicated in Figure 3.

Figure 3: WFP Hotline Dashboard: Sex-Disaggregation of Calls Received



Source: WFP Hotline Dashboard

2.7.9. Confidentiality

150. No beneficiary felt that the GFA jeopardised their privacy. Text messages conveying information about distribution dates were sent directly to beneficiaries, and no contact information or ID details were shared. However, the Evaluation highlights privacy risks resulting from the prevalent paper-based system and the challenges of pride and exposure of some beneficiaries especially women.

SFP

151. WFP selected schools and geographic areas where SFP would be piloted in consultation with the MoE. WFP carried out an inter-sectoral assessment and a baseline study. Fifty-eight schools were selected in the southern governorates of Libya of Ghat, Al Gatroun, Alkufra and Alsharqiya. SFP is inclusive of female and male students coming from different socio-economic and ethnic backgrounds.

Key findings and conclusions – Question 7

- WFP targeting and outreach processes rely on local networks and partners to ensure the inclusion of vulnerable people. Despite these efforts, many community members do not know about the programme or the roles of the different actors involved or have only heard about GFA through word-of-mouth.
- The beneficiary list is updated every 6 months, however, Al-Fallah camp respondents believe the list is outdated.
- Beneficiary access to registration depends on community awareness and ties in each locality, means of outreach used, and partners' efforts. There are unverified claims about nepotism, and fears exist over disclosing one's identity as part of the registration process for political, ethnic, and sometimes cultural reasons for women.
- Claims of discrimination or exclusion overlaps at times with conflict lines and/or misconstrued theories over eligibility (including who qualifies as an IDP). This may subsequently endanger partners' safety.
- WFP verifies beneficiary list eligibility through TPM-led assessments on a sample of 10 percent, calls, national ID number, and inter-agency coordination efforts. Challenges to full inclusion include the lack of a centralised or shared database among entities registering vulnerable groups, conflicting authorities' prerogatives, lack of consensus around the definition of an IDP, and exclusion of vulnerable women married to non-Libyans and those who lack IDs.
- WFP and its partners use multiple communication tools to notify beneficiaries of upcoming distributions. Women, those living in remote, hard-to-reach areas, and other vulnerable people, experience difficulties accessing DPs, especially during COVID-19. Partners accommodate mobility challenges, but methods are not necessarily uniform across all partners.
- WFP manages the security risks inherent in GFA implementation through its planning, coordination, and selection of partners. Gauging beneficiaries' perceptions of these arrangements proved difficult given the remote modality of this Evaluation.
- Political and cultural factors hinder access to female beneficiaries, who experience mobility challenges in accessing DPs and discomfort dealing with male staff, in some cases in Sirte. These considerations impose constraints on women's full access and participation within the GFA. Decisions on food in a HH should not be considered a gender indicator, per-se.
- WFP's efforts to include beneficiaries and local stakeholders in intervention design and implementation, ensure the safety of staff and beneficiaries, navigate a challenging political climate, and maintain the confidentiality of beneficiaries contribute to the principle of 'do no harm'. Gaps remain in addressing risks related to a paper-based registration system, as well as perceptions of bias that are inflamed when conflated with conflict dividing lines, construed theories of exclusion, and authorities' discriminatory policies and practices.

In Sirte, women fear disclosing themselves for cultural and political reasons.

Some women send male relatives to collect the food basket.

Many women don't participate in the assessment phase.

SFP:

- The programme was perceived as inclusive of girls and of children from different socioeconomic backgrounds or nationalities.

AAP

2.8. Evaluation Question 8: To what extent is the programme perceived to be culturally sensitive, conflict sensitive and gender sensitive?

2.8.1. Complaints Mechanism and Hotline

152. The various channels and mechanisms through which beneficiaries can convey their remarks, complaints, and solicit clarifications contribute to making the GFA a more culturally sensitive programme. Beneficiaries know of a complaint box situated in every distribution centre even though it is used less frequently on the distribution day than the hotline printed on flyers and distributed by partners (which is also printed on the food boxes). The partners directly refer complaints and cases to WFP. Both mechanisms are accessible to beneficiaries, and the hotline has women operators. WFP and partners explain that these mechanisms are confidential, and view them as reliable, easy to use, and efficient in collecting complaints, inquiries, and suggestions, of beneficiaries (see Figure 3 above for a snapshot on calls).
153. Two partners have their separate hotlines, in addition to WFP's. One CP employs 4 staff who manage the hotline 24/7, receiving 4,934 calls between April 2018 and November 2020. Another partner developed a template to respond to the beneficiaries' complaints.
154. Furthermore, WFP random monitoring of site visits and discussions with beneficiaries, in addition to its TPM through Moomken at the DP, allowed verification of beneficiaries' receipt of assistance, and introducing adjustments when needed. For example, Moomken spotted breaches in COVID-19 safety enforcement measures during 2020, and often ensures that beneficiaries imminent requests are addressed by WFP and partners beside its monthly regular reporting to WFP.
155. Although 19 beneficiaries (9 of which are females) mentioned that they don't know of any complaint's mechanism (claim not being aware of leaflets or complaint box), the Evaluation is not able to attribute this unawareness to one specific reason. These can be related to female receiving assistance through a male relative; partners handing flyers in English; beneficiaries feeling more comfortable communicating with the partners' staff who then refer the cases to WFP; and/or resorting to communal structures and local leaders for complaints. For example, 1 stakeholder mentioned that some beneficiaries, especially elderly who prefer in-person communication, or lack means to call, contact local authorities for complaints, such as local elders in the municipality, or LCCs. The municipal elders can act as middlemen to solve problems or address concerns the beneficiaries may have. The local authorities would need to approve any communication with INGOs. Another example, most is that beneficiaries in Sirte are aware of contacts at the municipality with whom they can make a complaint, but not the contact details of WFP or the CP. These examples indicate the need to consider other or additional means of communication that cater to local cultures more. Suggestions might

range from radio spots to engaging directly with local leaders, mayors, and communal structures.

156. The Evaluation cannot conclude that the mechanisms are inefficient per se. The exact labelling of “complaint mechanism” may be lost when CP are trying to be more culturally sensitive towards beneficiaries and accommodate their shortcomings. Furthermore, the data gathered in the hotline (Figure 3), Moomken, and CP showcase important interaction and usage of these mechanisms. Furthermore, communication breakdown between WFP and local partners on one hand, and local authorities on the other, is an intrinsic part of a human-led accountability system. It may however be worth addressing the challenges of access, and/or reiterate on how these mechanisms work when they liaise with CP and community leaders, and the final outcomes of the complaints when done through the latter. WFP bi-annual PDM issued in 2020 highlights maximum satisfaction of beneficiaries on how the GFA was implemented showcasing a significant progress from previous years.⁵⁷ WFP’s remote PDM system serves to ensure the GFA is accountable to beneficiaries and is conducted monthly and twice a year (mid and end-year). The former is a process monitoring activity through a Tunis-based call centre that verifies beneficiaries’ names, contact details, whether they received their food package, whether it was complete, any security protection faced. The second is an outcome monitoring in which a sample of approximately 2000 beneficiaries is contacted. They are asked similar questions to the monthly monitoring process, in addition to questions aimed at evaluating food security indicators and coping mechanisms.

157. In 2020, beneficiaries were reportedly asked to complete a survey which included a section on complaints, feedback on the quality and quantity of food items. It is not clear to the Evaluation Team if WFP communicated to beneficiaries whether the survey was substituting regular complaint mechanisms, and if the complaints raised in the survey would be addressed. As part of improving communication regarding complaint and feedback mechanisms, WFP and partners should ensure that beneficiaries continue to regard the hotline and box as an effective means of voicing concerns.

2.8.2. Addressing Perceptions on Food

158. Despite the irregularities documented in food items under KEQ 4, such as missing items, almost everyone agrees that the food provided form the staples of Libyan cuisine. The most common requests for amendments are to include cheese, dairy, tuna, and breakfast items, as well as medicinal aid. The Evaluation acknowledges that it is not cost-effective nor feasible to tailor the food basket items to each locality. But it may be considering specific requests, such as Benghazi beneficiaries preferring beans to peas, and raising concerns over the quality of

⁵⁷ WFP Libya 2020 Annual M&E Results.

pasta and rice. WFP had already accommodated beneficiaries' requests and substituted chickpeas for beans in mid-2018, and pasta with couscous in 2019.

2.8.3. Addressing Language and Ethnic Diversity

159. Most beneficiaries are Arabic speakers, and generally the Evaluation did not identify issues with language barriers between WFP, partners, and beneficiaries. One non-beneficiary mentioned that when beneficiaries do not speak Arabic, WFP reaches out and explains in English. Another beneficiary mentioned that CPs serving the Tuareg community would use gestures or ask a Tuareg community member to translate. Beneficiaries overall are not aware of communication mechanisms targeting non-Arabic speaking beneficiaries or groups from different ethnicities.

SFP:

160. Dates and biscuits are common ingredients in the Libyan diet. SFP is well regarded and accepted by parents and stakeholders and is suitable for the Libyan culture and context. Beneficiaries are becoming reliant on SFP, but they worry that the programme may not continue.

154. There is a gap in beneficiary and community awareness surrounding accountability and monitoring mechanisms. Additionally, the Evaluation was not able to confirm whether flyers mentioned were distributed or not. SFP did not consult with students during the initial and planning phase, but consultations were made with MoE staff at the central and regional level. SFP beneficiaries were not aware of any mode of communication with WFP/SFP. Two mentioned they can communicate via the schools. The beneficiaries reported never resorting to a formal complaint mechanism, but rather discuss issues with the teachers and the principal at times.

Key findings and conclusions – Question 8

GFA:

- WFP uses complaints channels to ensure that the GFA is culturally, conflict, and gender sensitive. The complaints box and hotline are accessible, with the hotline offering both male and female operators) used more frequently. Monthly and bi-annual PDMs are in place, with the latter exploring social protection aspects, food security indicators and coping mechanisms.
- The GFA proved flexible and adaptable with regards to accountability mechanisms, notably through incorporating feedback received by other means, including person-to-person complaints with elders' councils, the camp manager, and municipality. The outcomes of these complaints are at times not monitored, communicated to beneficiaries, or documented.
- Both in-person and phone (hotline) approaches are prone to glitches, such as lack of awareness of feedback mechanisms, and the cultural reliance on the word of mouth and interpersonal communication. More culturally accessible mechanisms of communication should be considered.
- While Arabic is the most common language in the communities in which GFA operates, the programme could consider bridging the language gap for non-Arabic speaking communities such as the Tuareg.
- GFA is overall in line with the local cuisine and culture. WFP accommodated 2 requests for amendments in 2018 and 2019. Although it is not feasible or cost effective to tailor the baskets to every demand, there has been an overwhelming request for breakfast food, cheese, and milk.

SFP:

- Interviewees perceived the programme to be well accepted. They viewed meals as culturally appropriate and adequate for children's needs, despite recommendations to improve food diversity and quantity.
- It is not clear to the Evaluation Team whether the programme was able to implement a clear feedback and complaint mechanism or whether TPM was able to conduct regular monitoring.

Sustainability

2.9. Evaluation Question 9: Evaluation Question 9: To what extent are GFA and SFP sustainable?

161. Food assistance is, by design, a temporary intervention aimed at relieving stresses and deal with negative coping mechanisms generated by man-made or natural emergencies. Any GFA exit planning builds on several factors: (1) Programmatic dimension: transition from an emergency to recovery or resilience as per a set of criteria and benchmarks along an extended timeline; coupled by preparing contingency planning and scenario setting detailing how to deal with shocks; (2) Contextual dimension that includes changes in vulnerability criteria, improvements in the security situation; return of IDPs; alleviated economic stresses, and the resolution of liquidity issues; (3) System and capacity dimensions: whether there are (or WFP has contributed to cultivating) partnerships and structures that can manage GFA partially or completely. The Evaluation did not

find an any exit strategy for Libya that takes into account the above. Nor has WFP conducted any feasibility study around spinoff options.

162. The Evaluation doubts any possibilities for a WFP exit in the foreseeable future, given the structure of Libyan national and local institutions, limitations in their working modalities, competition, conflicting prerogatives, non-automated working procedures, and generally poor capacities. However, WFP working standards, know-how, modalities, communication, accountability, and Evaluation, can potentially serve as an example for local organisations and public institutions. The partnerships that WFP has established with various local structures, municipalities, mayors, LCCs, and tribal leaders can serve to influence some working modalities, and present opportunities for building capacities. The Evaluation, however, does not consider this as sufficient to spin off the GFA to national or local entities.
163. All beneficiaries, non-beneficiaries, and national stakeholders cast doubts on the ability of any national or local structure to implement GFA on their own; they cast tremendous doubt that the public institutions will uphold good governance in identifying the needs and providing assistance away from clientelism, political polarisation, discrimination, and corruption. There is little faith in the government food subsidy system as well. International actors do not believe that the political environment is conducive to scaling up or transferring the programme to national stakeholders because of the institutions' weak technical capacity and lack of fairness and transparency. Furthermore, Libyan government policy and practices towards migrants raise red flags on government commitment to international standards. There is an overall agreement among national stakeholders that IOs are needed in Libya for at least the next 5 years.
164. The scope of the Evaluation only included the GFA and SFP. However, the Evaluation would view that a holistic review of all WFP programmes to identify synergies, and to align GFA with other WFP programming, mainly CBT, and food assistance for training (FFT) and jobs may enhance the sustainability of the programme. Vocational trainings are particularly relevant for low-income families and those who do not have IDs, with no access to income. CBT can be useful for medicinal purposes, too. Some of the FFT which may be relevant include carpentry and mechanic work, but certainly these should be decided also based on labour market needs. There are certain groups of people such as the elderly and widows who may not qualify for the FFT as they may lack the time or physical capabilities to learn new vocational skills.
165. Given the protracted nature of the Libyan conflict, coupled with economic hardship and a severe depletion of the country's social safety nets, GFA is needed for the foreseeable future. Data gathered during the Evaluation indicates value in revising or improving some GFA modalities, by further exploring an uptake of CBT, or exploring blockchain or other less burdensome modalities especially in remote areas. The e-voucher system may also have benefits, but risks excluding vulnerable and undocumented people and would be impacted by power cuts and poor communication networks.

166. GFA may need to adjust to the increased hardship facing female beneficiaries after COVID-19, especially the widowed. These women had to prioritise caring for their children at home due to school closures instead of securing income. Supporting these women remains relevant and needed.

SFP

167. The SFP was implemented as a pilot project in preparation for an expansion in the context of a national strategy for SFP. There were therefore initial plans to scale up the programme. This Evaluation underlines a few areas that are central to reflect on regarding SFP sustainability and scaling up. They include:

- Capacity building is integral to ensure programme quality implementation and management, and MoE is a central partner to target and coordinate with, not only in relation to SFP's implementation, but also pertaining to school nutrition and health in general.
- Despite WFP's communicated willingness to continue SFP, there was a prevalent perception of uncertainty around the continuity of SFP among interviewees, including MoE, where changes in the ministry can affect commitment towards the programme. The MoE has presumably drafted a SFP strategy, however, it was not shared with the Evaluation for review.
- Importing meals (date bars) may not be the most suitable and viable option when considering scaling up the SFP. Furthermore, even though children appreciate the date as a product, interviewees voiced concerns that children will out-grow the date biscuits in the long run if products remain undiversified. Local production and distribution can address transportation challenges and enhance income-generating jobs; this includes engaging school shops that contribute to livelihoods in the localities.
- It is important to understand further the role school shops can play in influencing the quality of eating habits in schools. The Evaluation can see their role in providing guidance and equipment to SFP to ensure healthy meals and snacks are prepared.
- SFP may have a wider impact if it explores ways through which the nutrition education and environment can be enhanced, and parents are further involved in the programme.
- In the same respect, the overall school environment, in terms of infrastructure and WASH facilities, if not integrated in the SFP can limit its results and impact. The Evaluation acknowledges that this is beyond WFP mandate, but can be addressed through partnership with other organisations, such as UNICEF to improve educational outcomes.
- Information related to the monitoring of the health and nutrition status of school-aged children is lacking, and it is key for improving and refining the SFP. The Evaluation was not clear whether the MoE or MoH have data on the health of school-aged children.

Key findings and conclusions – Question 9

GFA:

- GFA contributed to meaningful partnerships and increased local capacities and skills that can ultimately contribute to the programme's sustainability and scalability. Although the Evaluation scope does not include a definitive conclusion as to GFA exit planning, findings indicate that partnerships and local capacities built through this programme have not reached a stage where WFP can decide on sustainability or spin off.
- A major challenge to the Libyan government playing a stronger role in GFA (through either a partial or full transfer of responsibilities) is its lack of good governance and human rights policies and practices towards some WFP beneficiaries, mostly migrants and refugees.
- However, overall data indicates that CBT and food for training or any type of vocational training linked to GFA may be worth exploring further.
- Post COVID-19, GFA may need to assess the unique needs facing women that emerged during the pandemic.

SFP:

- The SFP pilot is perceived to have potential for scale up. There is a general willingness amongst stakeholders and beneficiaries to ensure the continuity of the programme. Key elements for sustainability include incorporating SFP into the MoE strategy and plan, considering additional capacity building and education activities, examining other options for meals, and scaling up the school food shops to prepare healthier meals.

3. Conclusions and Recommendations

3.1. Overall Assessment/Conclusions

168. WFP's food assistance programming in Libya has undergone significant development post-2018. Between 2019 and 2020, the programme significantly developed its scale of operations, *modus operandi*, monitoring capacities, data collection, partnerships, and funding. WFP's reach in Libya increased from 88,064 individuals in 2017 to 250,522 (49 percent female and 32 percent were households with children under the age of 5), migrants, internally displaced and physically disabled persons in 2020, thus exceeding its targets by 61 percent.

169. The GFA design shifted from a stand-alone initiative to an integral part of a comprehensive strategy as WFP continues to increase its presence in the field as of 2018 through local hires, international staff missions, UNHAS, United Nations Hub in Benghazi, and the RRM.

170. GFA provided food to vulnerable populations facing food insecurity. It has played a fundamental relief and assistance role especially during the early days of forced displacement and was vital in responding to food insecurities during the initial COVID-19 lockdown in April-June 2020. Many HHs' food security and financial

situation have been worsening since 2016: some 47 percent of surveyed HHs in 2020 reported that their income was affected by COVID-19 and some HHs reported resorting to begging to feed their families.

171. WFP maximised its reach and access through local partnerships relying on a complex web of communal structures to identify people in need of food assistance. WFP developed multiple triangulation and verification mechanisms in 2019. QNAs became more systemic in 2020, where 41 rounds of QNAs were conducted on 10% of distribution lists.
172. GFA efforts have been aligned with international strategies given the agency's participation in UNCT and Inter-Agency CFM and referral system both in Libya and Tunisia. This has ensured complementarity in assessing and assisting people in need through several United Nations agencies, as well as deconflicting security situations. Despite several gaps in the national government policies, plans, and capacities, the WFP has regularly consulted and coordinated with authorities in both the West and the East. This approach is key to WFP conflict sensitivity work and has contributed to its neutral perception.
173. WFP has intuitively and organically addressed CS security arrangements, humanitarian principles, and targeting practices. As of 2019, World Food Programme efforts to mainstream CS has further developed, as it started leading on the Nexus Working Group, developing internal capacities and resources related to CS, and partnered with peacebuilding organisations. These developments can potentially enhance its capacity to address and systemically integrate CS in its work.
174. WFP ensures AAP through diverse modalities, including complaint and feedback mechanisms via box and a hotline, TPM (1150 visits in 2020), PDM (4 rounds in 2020) and bi-annual monitoring activities.
175. GFA programme is seen to be relevant in the foreseeable future. Furthermore, WFP work can serve as a compass for local authorities to follow and replicate going forward. However, a decision to exit or scale up requires a detailed assessment and strategy that considers the context and the extent to which local capacities can absorb shocks and emergencies and handle the organisational and logistical burden of the programme.
176. SFP is perceived as relevant, appropriate, and inclusive of Libyan students in the south. The pilot initiative findings can be capitalized on to scale up the programme.
177. The Evaluation identified several shortcomings that affect operations and their inclusivity, CS, and gender inclusion. These include:
 - The long-standing debate among international and national stakeholders around criteria to identify vulnerable people amidst perceptions of exclusions

that conflate at times with conflict dividing lines and mistrusts towards authorities, the United Nations agencies and other INGOs.

- The GFA design does not include enough qualitative indicators and data on GFA impact on the programme's impact on the beneficiaries' quality of life, nor on social protection, safety, gender participation, and negative coping mechanisms, on its effect on root causes of food insecurity, nor on conflict sensitivity.
- There are discrepancies among partners in various areas including: needs assessments, beneficiary outreach approaches during distributions, and responses to access challenges due to security, cultural, and economic reasons.
- The limited presence of female staff and women-led CPs restricts WFP's access to women, particularly regarding beneficiary targeting and registration, food distribution, and outreach via feedback mechanisms.
- Beside women, the needs of some vulnerable groups are left unmet. Populations who remain in need of assistance include those who do not have IDs or are denied Libyan nationality.
- The tri-party coordination between local authorities, WFP, and its partners experiences hiccups which lead to ambiguity around the beneficiary targeting and selection process (multiple lists and agencies, absence of proper coordination).
- WFP is working on enhancing CS mainstreaming in its work and render it more systematic. The Evaluation identified areas for enhancement in order to contextualise this approach and establish a common frame and understanding on CS among WFP staff, and CPs to avoid grey areas in interpretations and actions.
- Findings indicate a need to further build CP capacity on issues such as reporting, needs assessments, caseload management, gender, and CS.
- Regarding SFP, the Evaluation identified gaps in engaging wider stakeholders such as parents and school shops that provide light meals to children during the school day. It could also consider aspects such as school infrastructures, WASH, and capacity building to improve students' eating habits and education environments.

Lessons Learned and Good Practices

Good practices include:

178. WFP's beneficiary targeting, registration, distribution, and feedback processes demonstrate its locally driven and contextualised approach, which ultimately helps to mitigate challenges faced during programme implementation.
179. Multiple layers of monitoring mechanisms have allowed the WFP to identify gaps and incorporate corrective actions on an ongoing basis.

180. The inter-agency referral and coordination mechanism has increased programme reach to a wider range of vulnerable communities while ensuring that humanitarian agency mandates are complementary.
181. Partnerships with peacebuilding organisations optimises the implementation of CS humanitarian programming, notably by using food assistance programming as an entry point for conflict resolution and peacebuilding programme which aim is to establish social cohesion. Furthermore, the development of a Guiding Note on CS is a good step towards mainstreaming the concept further into the operation.
182. Localising hiring among CPs and WFP served to secure humanitarian access and contributed to boosting local incomes and alleviating unemployment.
183. Engaging with MoSA on food subsidy reform is a crucial step to building local capacity and developing policy that can help bridge gaps in food insecurities.
184. One of the programme success factors is its flexibility. Partners can mitigate access issues and alleviate logistical burdens by loosening certain Standard Operating Procedures (SoP) and/or employing the support of their local community.
185. The GFA will remain relevant as long as the root causes underlying food insecurities are unaddressed in Libya.
186. On SFP, the nutrition summer camps for 600 children in 3 sites in Tripoli, introduced a positive experience around combining distribution with awareness-raising and extracurricular activities that promote healthy eating habits.

The findings and conclusions of this Evaluation led the team to outline the below recommendations, categorised as Strategic and Operational, and highlighting entities responsible for each.

3.2. Recommendations

I. GFA and SFP Strategic Recommendations:

Recommendation 1: GFA: Incorporate qualitative data collection tools and indicators in the GFA M&E framework to capture impact on beneficiaries' lives, social protection, and safety, and better monitor and showcase gender results achieved, root causes of food insecurity, negative coping mechanisms, and CS issues. **SFP: Strengthen the M&E system and** consider a baseline assessment on nutrition gaps and needs among school-aged children to enhance understanding of the issues they face and improve intervention design and measurement of programme impacts on attendance, enrolment, and eating habits. **CS:** Mainstreaming CS in LF and assessment tools will also help capture the interplay between GFA and SFP and wider communities in a more systematic way. (RB and CO)

Recommendation 2: Engage in discussion with humanitarian actors, including UNCT, and Libyan stakeholders on the rationale behind the applicability of the universally-accepted framework of food insecurity, and hence the GFA's in Libya, to build common understanding and hence improve coordination and alleviate perceptions of bias and/or irrelevance. (RB and CO) This recommendation is relevant to 3 key issues:

- **Providing more analysis and evidence on how contextual criteria has informed decisions on food insecurity – but also interlinkages – of food insecurity versus other systemic problems** such as poverty, conflict, financial crisis, and chronic vulnerability.
- **Agreeing on the definition of IDPs in Libya,** given the multiple timelines of displacements post-2011, the various level of integrations, and numerous registration entities and databases.
- **Laying out a long-term exit strategy,** although the current situation is not conducive for GFA exit. Such a plan should consider regional and local political and security dynamics, changes in the underlying root causes of vulnerability and food insecurity, and conflict and risks scenarios in addition to mitigation measures. It also needs to be flexible and comprising of local system-building components (see recommendation 5), with indicators to measure progress towards a possible exit scenario.

Recommendation 3: Build better synergies between WFP programmes, for example, link IDPs and violence-prone locations assisted by GFA to the resilience programme. GFA is a good entry point for resilience initiatives and can alleviate potential tension between IDPs and host communities triggered by scarce resources and services. Simultaneously, link FFT and other income-generating initiatives to GFA to assist low-income people and facilitate the transition, when conditions allow, from humanitarian emergency to longer-term recovery. (CO)

Recommendation 4: Consider food assistance modalities that can ensure more freedom of choice, ease heavy logistical endeavours in remote areas, and respond to challenges faced by Libyan women. Evaluation findings indicate strong prospects for CBT and e-vouchers, but the Evaluation did not assess the feasibility conditions of any of the approaches, and hence is not advocating for any modality. The Evaluation finds a value in WFP conducting a comparative feasibility study on which modality works, where, when, and for whom. WFP may wish to coordinate with the UNHCR-led Cash and Markets WG, if not already being done, whose members have experience with CBT programming in Libya (e-cards, cash in hand, and mobile wallets, and other modalities). (CO)

Recommendation 5: GFA: Consider conducting a **capacity assessment and system analysis** of Libya social safety/protection nets, actors, prerogatives, coverage, gaps, capacities, and opportunities. This help WFP and humanitarian actors identify local institutional partners' ability to absorb shocks, respond to emergencies and carry out GFA-type programmes, as well as exploring "inclusive governance" related efforts. This is a prerequisite in planning GFA spin off or exit. **SFP:** Include a

systemic capacity building component for teachers and school staff on topics of healthy nutrition and its impact on education performance. Furthermore, explore working with the MoE to integrate the SFP into its strategy, and national policy frameworks of the Libyan government. (CO)

II. GFA Operational Recommendations:

Recommendation 6: Flexibility and adaptability are at the core of WFP's strengths, but it is worth considering minimum standardization efforts towards the following: **a)** the **targeting, assessment methods, and selection processes among CPs** to minimise perceptions of, or actual, exclusion. WFP can **coordinate efforts towards standardised and automated databases** of vulnerable populations, which will serve to strengthen the capacities of local authorities and the partners, and eventually contribute to a sustainable exit strategy; **b)** measures aiming to address specific situations and needs such as: revising of food basket items (to cater for local needs/cultures); of distribution modalities when people face mobility challenges (potentially establish small-scale distribution centres in remote areas); relying on in-person community based complaint mechanisms. Outlining SoPs/guidance for these scenarios, coupled with strong messaging, will ensure WFP and partners preparedness as well as equal treatment of all beneficiaries. (CO)

Recommendation 7: Strengthen coordination and cooperation with the municipalities and MOSA to ensure the registration process is equitable and fair, and that families in need are rigorously identified to enhance communication of the rationale behind selection criteria to communities. (CO and RB)

Recommendation 8: Diversify use of communication methodologies, and open channels to better reach out to beneficiaries and community leaders, and to update on necessary security arrangements (when safe), delays, hurdles, and other challenges to spur a sense of safety and minimise perceptions of preferential treatment of some groups. This will help addressing CS related challenges such as perceptions of bias and unfairness that are usually triggered by conspiracy theories, conflict dynamics, and confusion over the United Nations humanitarian and political role. Possible tools include, the use of flyers, social media, rolling screens or radio, to respond to Libyans' favourite means of seeking information. WFP can consider as well sharing summary of this Evaluation findings with communities and key stakeholders. (CO)

Recommendation 9: Further build partners capacities in reporting, needs assessment, CS, gender, communication with beneficiaries, contingency planning, crisis management, use of technology to gather information, data management and data security. Alongside, **consider transitioning to an automated registration and data collection system** that is adaptable to partners' capacities to enhance the accuracy, privacy, and security of data. (CO and RB)

Recommendation 10: Further integrate Gender Equality and Women's Empowerment considerations into project design and implementation through:

- Increasing the number of female staff members to facilitate outreach to female beneficiaries and their access to the programme;
- Increasing and building the capacity of women-led organisations among the local CPs;
- Directly giving more female beneficiaries e-cards, training or guidance on how to use them;
- Craft a theory of change that underlies how WFP will address underlying root causes of inequalities in food security and impact behavioural change.
- Including decision-making on financial family matters as an indicator of women’s participation in decisions about food.

III. SFP Operational Recommendations:

Recommendation 11: Engage parents and children in discussions on meal modality and diversity and **consider diverse options** via local producers or community kitchens.

Recommendation 12: Integrate a nutrition education component into the school curriculum, or regular extra-curricular activity that would contribute to raising awareness among children about food and eating habits. Organise annual nutrition summer camps targeting students from different schools across Libya to raise awareness and improve eating habits while exploring different roles to be taken by school food shops.

Recommendation 13: Coordinate with other partners providing support to schools, including WASH and infrastructure improvements, to enhance schools’ learning environment.

Annexes

Annex 1: ToR

- Focusing the assessment on protection and AAP rather than donors, management or national authorities: more specifically the Evaluation will examine whether the affected populations can avail themselves of assistance in a safe, dignified and equitable manner, and whether adequate and effective measures are put in place to ensure inclusion, diversity, accessibility adequacy of the interventions to the affected populations.
- Under efficiency WFP and the Evaluation Team both concluded that examining whether resources were allocated efficiently may misrepresent the non-material input invested into the programmes, which are affected by the volatility and unpredictability of the situation in Libya. The Evaluation Committee and the Evaluation Team mutually agreed that cost-efficiency analysis would be beyond scope of the Evaluation due to lack of credible data given the current context –
- access site restrictions. The focus of efficiency was shifted towards assessing the distribution process: its regularity, reliability, extent to which (or not) it was non-burdensome, its adequacy, and the nutritional value of the food assistance basket.
- WFP and the Evaluation Team also agreed that the question of reach and access to hard-to-reach areas, will be assessed from the beneficiaries' and non-beneficiaries' perspectives. No wider assessments to identify hard to reach population can be made within the scope of this Evaluation. Reach and access will also be examined as per the social cohesion and CS angle, reflecting on how some conflicts dynamics affect the programme, and how the programme planned to ensure that it does not enhance conflict dynamics among communities, and how various components access the assistance programme. The gender lens will be also assessed under the section of reach and access to examine what modalities have been applied to ensure safe and inclusive access to women and girls.
- The humanitarian principles, 1) Humanity; 2) Neutrality; 3) Impartiality and 4) (Operational) independence in addition to protection, gender and women empowerment, CS were mainstreamed across criteria such as relevance, coherence, access and reach, and effectiveness.
- The Evaluation will assess the extent to which SFP contributes to reducing absenteeism and not reducing dropouts. This comes with a fine lining, as the implementation did not last for a full school year and was interrupted due to COVID-19 and security. The Evaluation will look at the extent to which SFP contributed to raising awareness about healthy nutrition amongst staff, teachers, and students.

- The Evaluation will work closely with local partners, TPM, and WFP local staff to identify existing conflict dynamics and tensions in localities identified by the Evaluation. On the CS angle, the Evaluation will develop a conflict timeline for 1 location (Sabha) and use the CS analysis to analyse how WFP implemented the CS analysis into their operations, and examine whether the interventions create, exacerbate or contribute to existing tensions.
- The Evaluation will use existing WFP monitoring data from the TPM and the hotline to identify main issues of complaint and the ways through which WFP and partners deal with them. The Evaluation will also look at the reasons behind why some entitled beneficiaries ought to drop out or skip receiving their food basket and identify any trends around them.
- Finally, the Evaluation will not assess impact as an Evaluation criterion, in either GFA or SFP. On one hand this is due to the nature of the GFA programme and its evaluability. GFA is designed to provide humanitarian assistance to mitigate food insecurity, it is not designed to have long term impacts on the lives of people. The SFP programme has a limited lifetime (6 months only-not a full academic year), and limited data on the effects. For SFP, the Evaluation will adopt a formative approach to establish learning and development of the programme to respond to the changes and challenges that came with COVID-19.

Annex 2: Evaluation Matrix

DAC main criteria were deployed, and GEEW and protection aspects were mainstreamed throughout the Evaluation, integrated in the analysis, and linked to all Evaluation questions.

Evaluation Questions	Measure/Indicator	Data/ information Sources	Data collection method	Data Analysis Methods	Evidence availability and reliability
Relevance / Appropriateness					
<p>KEQ1- To what extent do the GFA /SFP respond to the needs of the most vulnerable population groups? (food shortage, decreased purchase power, protracted conflict, displacement...)</p> <p>Sub Question 1.1 How were the needs identified</p>	<ul style="list-style-type: none"> ▪ Extent to which needs were identified (including the needs of women, vulnerable populations, schools, and school aged children) ▪ Extent to which vulnerable population groups were identified (geographic locations etc.) 	<ul style="list-style-type: none"> ▪ Reports (assessments SFP/ Mobile Vulnerability Assessment [MVA] Food Security Index) ▪ Hotline data ▪ Project staff ▪ Partners ▪ TPM – Moomken 	<ul style="list-style-type: none"> ▪ Literature review (project documents reports, assessment data, Hotline data) ▪ Semi-structured Interviews with programme staff, partners, United Nations agencies, local authorities, schools, donors, and 	<p>Triangulation</p> <p>Comparison</p> <p>deduction / induction</p>	<p>2</p> <p>data provided in various reports, has a quantitative focus, some is disaggregated by sex.</p>

<p>(for men, women, children, vulnerable populations)</p> <p>Sub Question 1.2 Are there any new needs considering COVID-19 and how should the intervention change during COVID-19?</p>		<ul style="list-style-type: none"> ▪ United Nations agencies: IOM/ UNFPA ▪ LCCs/ municipalities/ local authorities/ MoSA/ MoE ▪ Schools’ Principals ▪ Regional school units ▪ Schools’ focal points ▪ Beneficiaries/children and parents 	<p>other key informants</p> <ul style="list-style-type: none"> ▪ Interview with beneficiaries 		<p>Qualitative data around experiences and perceptions will be gathered during the interviews</p>
<p>KEQ2 - To what extent do the GFA /SFP design is appropriate to the local context, dynamics, and relations</p> <p>Sub Question 2.1- How have the interventions design take into consideration the political, security, IDPs situation, gender, and protection considerations?</p> <p>Sub Question 2.2- How have the interventions changed to respond to the</p>	<ul style="list-style-type: none"> ▪ Adaptability to changing context (including stakeholders’ and power changes) 				

changing context and power dynamics?					
Efficiency and Adequacy					
<p>Sub Question 3.1</p> <p>How timely, regular, and reliable is the distribution?</p> <p>Sub Question 3.2 what are the measures that GFA and SFP take to ensure it is non-burdensome and incur no cost to men, women, and vulnerable communities.</p> <p>Sub Question 3. what are the measures that GFA and SFP take to ensure distribution is safe and PPE are used during COVID-19?</p>	<ul style="list-style-type: none"> ▪ Extent to which the frequency and timing of the food distribution is regular, does not require long time to be received ▪ Extent to which food assistance requires minimal to no cost on recipients 	<ul style="list-style-type: none"> ▪ Reports ▪ Hotline data ▪ Project staff ▪ Partners ▪ TPM – Moomken ▪ Key informants ▪ Beneficiaries/end-users 	<ul style="list-style-type: none"> ▪ Literature review ▪ Semi-structured Interviews with key informants ▪ Beneficiaries feedback / quick survey ▪ Hotline data ▪ Case Study (GFA in Sabha, Tripoli, and Benghazi) SFP (Murzuq) 	<p>Triangulation</p> <p>Comparison</p> <p>Deduction / induction</p>	<p>3</p> <p>data provided in various reports, has a quantitative focus, some is disaggregated by sex.</p> <p>Qualitative data around experiences and perceptions will be gathered</p>

<p>KEQ4 - To what extent is the food delivered through GFA and SFP adequate?</p> <p>Sub Question 4.1</p> <p>What does the recipients think of the quantity, and nutrition value of the food?</p> <p>Sub Question 4.2</p> <p>To what extent recipients fully utilised the food (limited food waste / all quantity and food types are consumed)? And changes in light of COVID-19?</p>	<ul style="list-style-type: none"> ▪ Extent to which the quantity of the food provided via GFA and SFP is perceived to be of sufficient quantity ▪ Extent to which food waste is minimal, and food assistance is consumed in full ▪ Extent to which food provided via the GFA and SFP is of adequate nutritional value as per target population ▪ Extent to which food provided is perceived to be acceptable/match the local taste and cuisine 				<p>during the interviews</p>
<ul style="list-style-type: none"> ▪ Effectiveness 					
<p>KEQ 5 - To what extent did GFA and SFP contribute to SDG 2 (Zero Hunger), 4 (quality education), 5 and</p>	<ul style="list-style-type: none"> ▪ Extent to which the SFP contributed to an increase in school attendance of boys and girls ▪ Extent to which SFP contributed to decreasing 	<ul style="list-style-type: none"> ▪ Reports ▪ Hotline data ▪ Project staff ▪ Partners ▪ TPM – Moomken 	<ul style="list-style-type: none"> ▪ Literature review ▪ Semi-structured Interviews with key informants ▪ Partners' interview 	<p>Triangulation Comparison</p>	<p>1-2</p>

<p>17(partnerships) through its planned outputs and outcomes</p> <p>Sub Question 5.1</p> <p>How did GFA improve access to basic food and other humanitarian needs of the most vulnerable IDPs, women, men and boys and girls?</p> <p>Sub Question 5.2</p> <p>How did SFP and GFA contribute to strengthening capacities of local and national partners to increase access to food of women, men, boys and girls, disabled, elderly and people of various political and ethnic affiliations?</p> <p>Sub Question 5.3</p>	<p>short-term hunger and/ improved dietary diversity</p> <ul style="list-style-type: none"> ▪ Extent to which the GFA programme contributed to improved access to basic food to the most vulnerable IDPs, women, men and children (both males and females) ▪ Level of partnerships and capacity building to national and local authorities in establishing and managing food assistance and school feeding 	<ul style="list-style-type: none"> ▪ United Nations agencies: IOM/ UNFPA/UNICEF ▪ LCCs/ MoSA / MoE ▪ Schools’ Principals and teachers ▪ Beneficiaries (parents and children) 	<ul style="list-style-type: none"> ▪ Beneficiary interviews ▪ Beneficiaries story telling ▪ Hotline data ▪ Case Study (GFA in Sabha, Tripoli, and Benghazi) SFP (Murzuq) 	<p>deduction / induction</p>	<p>data provided in various reports, has a quantitative focus, some is disaggregated by sex. Not many reports around outcomes and changes resulting from GFA.</p> <p>Qualitative data around experiences and perceptions will be gathered during the interviews</p>
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<p>How did SFP contribute to an increase in school attendance of boys and girls, and decrease in short-term hunger</p>					
<p>Sub Question 5.4</p> <p>How did SFP / GFA contribute to ensure safe, inclusive, and dignified access to food assistance? (Protection)</p>					
<p>Sub Question 5.5</p> <p>How did SFP /GFA contribute to prevent or mitigate any CS risks occurring for the affected population, local tensions, and problems.</p>					

Coherence

<p>KEQ6 - To what extent are the GFA / SFP Aligned</p>	<ul style="list-style-type: none"> ▪ Extent to which the programme took into consideration CS analysis 	<ul style="list-style-type: none"> ▪ Reports (SFP baseline / assessments MVA Food Security Index, 	<ul style="list-style-type: none"> ▪ Literature review 	<p>Triangulation</p>	<p>2</p>
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<p>with / adheres to HRP; UNSF; CS, social cohesion); the 4 humanitarian principles (humanity, neutrality, impartiality, and independence)</p> <p>Sub Question 6.1 What measures (training, safeguards, processes, communications, partnerships...) did the programmes implement to:</p> <ul style="list-style-type: none"> - ensure safety and independence of distribution process, sites, and partners? - ensure gender equality and inclusion of women, elderly, and physically challenged 	<ul style="list-style-type: none"> ▪ HRP, UNSF and humanitarian principles ▪ Extent to which programme avoids duplication with other donors and United Nations agencies ▪ Extent to which GFA and SPF coordinates with national governments (East and West) ▪ Extent to which partners were trained and understand humanitarian principles / gender equality / CS ▪ The extent to which the programmes regularly updated their gender and conflict analysis 	<p>risk assessment, gender analysis, stakeholders mapping/ HRP, UNSF, Nexus)</p> <ul style="list-style-type: none"> ▪ Project staff ▪ Partners ▪ TPM – Moomken ▪ United Nations agencies: IOM/ UNFPA/ UNICEF ▪ LCCs / municipalities /local authorities ▪ MoSA / MoE ▪ Schools’ Principals / teachers ▪ Donors ▪ Beneficiaries 	<ul style="list-style-type: none"> ▪ Semi-structured Interviews with key informants ▪ Partners’ survey ▪ Expert opinion ▪ Beneficiaries feedback / quick survey ▪ Hotline data ▪ Case Study (GFA in Sabha, Tripoli, and Benghazi) SFP (Murzuq) 	<p>Comparison deduction / induction</p>	<p>data provided in various reports, has a quantitative focus, some is disaggregated by sex.</p> <p>Some reports reflect on process and performance but needs to be validated by the Evaluation.</p> <p>Qualitative data around experiences and perceptions will be gathered during the interviews</p>
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<p>- ensure neutrality, impartiality, independence,</p> <p>- ensure CS, conflict analysis and mitigating measures</p> <p>Sub Question 6.2</p> <p>How does the programme coordinate with national and international stakeholders?</p> <p>Sub Question 6.3</p> <p>How does the programme avoid duplication enhances complementarity, harmonisation and co-ordination with other donors, United Nations agencies and other International actors?</p>					
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What extra steps will the programme implement for COVID-19 response					
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Access and Reach

<p>KEQ 7- To what extent GFA and SFP are inclusive and reach women, the vulnerable, the hard-to-reach communities, the unheard and unseen, the different political / tribal / ethnic and political constitutions in Libya</p> <p>Sub Question 7.1</p> <p>Explain the selection / targeting process/criteria and what measures were taken to ensure that selection was participatory, transparent, triangulated and validated</p>	<ul style="list-style-type: none"> ▪ The selection / targeting process is participatory, transparent, triangulated and validated to leave no one behind ▪ Availability and functionality of mechanisms to monitor reach to women, children, and vulnerable communities (TPM / Hotline) ▪ Extent to which programmes planned and implemented risk mitigation measures ▪ Extent to which the programme design and implementation ensures women, elderly, and 	<ul style="list-style-type: none"> ▪ Reports (SFP baseline / assessments MVA Food Security Index, risk assessment, gender analysis, stakeholders mapping/ HRP, UNSF, Nexus) Project staff ▪ Partners ▪ TPM – Moomken ▪ United Nations agencies: IOM/ UNFPA/ UNICEF ▪ LCCs / municipalities /local authorities ▪ MoSA / MoE 	<ul style="list-style-type: none"> ▪ Literature review ▪ Semi-structured Interviews ▪ Partners’ interviews ▪ Beneficiary interviews ▪ Beneficiaries story telling ▪ Hotline data ▪ Case Study (GFA in Sabha, Tripoli, and Benghazi) SFP (Murzuq) 	<p>Triangulation</p> <p>Comparative analysis</p> <p>deduction / induction</p>	<p>2</p> <p>data provided in various reports, has a quantitative focus, some is disaggregated by sex.</p> <p>Some reports reflect on process and performance but needs to be validated by the Evaluation.</p>
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<p>to leave no one behind (including women, vulnerable, unheard and unseen communities, children, hard to reach areas, political, ethnic and tribal makeup)</p> <p>Sub Question 7.2</p> <p>What outreach / partnerships / participation / feedback mechanisms / language / did GFA and SFP planned to ensure safe, dignified access of various difficult to reach groups (women, the elderly and physically challenged, minorities, migrants) and explore partnering with women organisations and partners' gaps and challenges in mainstreaming gender into their operations.</p>	<p>physically challenged inclusion</p> <ul style="list-style-type: none"> ▪ Degree of safety and independence of distribution sites and partners ▪ The extent to which the programme has mechanisms to deal with conflict drivers, safety, and security 	<ul style="list-style-type: none"> ▪ Schools' Principals, focal points ▪ Beneficiaries 			<p>Qualitative data around experiences and perceptions will be gathered during the interviews</p>
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<p>Sub Question 7.3</p> <p>What challenges and risks faced the programmes, and what mitigation measures did the programme plan and implement? Are there any specific COVID-19 -19 mitigation plans? Were there any specific risks for women/ girls?</p> <p>Sub Question 7.4</p> <p>What measures the programme is undertaking to ensure that GFA and SFP do not contribute to the conflict, or deal with conflict drivers (identity politics, regional, tribal rivalries, and security incidents) in their localities and how the existing conflict effected the implementation, access and reach to the</p>					
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<p>communities (conflict sensitive)?</p> <p>Sub Question 7.5</p> <p>What measures the programme is undertaking (coordination, partnerships...) to ensure that women have access, their voices are heard, and they have role in decisions made around food assistance? & SFP, GFA do not create, exacerbate, or contribute to gender discrimination and risks of gender-based violence are mitigated.</p> <p>Sub Question 7.6</p> <p>What measures the programme implemented to ensure 'do no harm' to beneficiaries and to deal with risks beneficiaries face when receiving GFA?</p>					
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AAP

<p>KEQ8 – To what extent the programme is perceived to be culturally sensitive, conflict sensitive and gender sensitive?</p> <p>Sub Question 8.1</p> <p>What mechanisms for AAP were implemented? (including men, women, children, vulnerable populations). Were they appropriate, accessible, and safe?</p> <p>Sub Question 8.2</p> <p>What are the local population perceptions around food fitting local taste and eating habits also</p>	<ul style="list-style-type: none"> ▪ Extent to which the programme implemented checks and balances in targeting and distribution to ensure ‘do no harm’ ▪ Extent to which confidential feedback mechanisms and other accountability measures are in place ▪ Extent to which food fits local taste and eating habits 	<ul style="list-style-type: none"> ▪ Reports (SFP baseline / assessments MVA Food Security Index, risk assessment, gender analysis, stakeholders mapping/ HRP, UNSF, Nexus) ▪ Project staff ▪ Partners ▪ TPM – Moomken ▪ United Nations agencies: IOM/ UNFPA/ UNICEF ▪ LCCs / municipalities /local authorities ▪ MoSA / MoE ▪ Schools’ Principals / teachers ▪ Donors ▪ Beneficiaries 	<ul style="list-style-type: none"> ▪ Literature review ▪ Semi-structured Interviews ▪ Partners’ interviews ▪ Beneficiary interviews ▪ Beneficiaries story telling ▪ Hotline data ▪ Case Study (GFA in Sabha, Tripoli, and Benghazi) SFP (Murzuq) 	<p>Triangulation</p> <p>Comparative analysis</p> <p>deduction / induction</p>	<p>1</p> <p>data provided in various reports, has a quantitative focus, some is disaggregated by sex.</p> <p>Some reports reflect on process and performance but needs to be validated by the Evaluation.</p> <p>Qualitative data around experiences and</p>
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<p>of pregnant and lactating women?</p> <p>Sub Question 8.3</p> <p>How did the programme address diversity in language and ethnic composition of beneficiaries?</p> <p>Sub Question 8.4</p> <p>What measures the programme implemented to ensure 'do no harm' to beneficiaries and to deal with risks beneficiaries face when receiving GFA</p>					<p>perceptions will be gathered during the interviews</p>
<p>Sustainability</p>					
<p>KEQ9 - To what extent are GFA and SFP sustainable</p>	<ul style="list-style-type: none"> ▪ Extent to which GFA/ SFP planned / integrated the following into WFP interventions ▪ Livelihoods 	<ul style="list-style-type: none"> ▪ Reports (SFP baseline / assessments MVA Food Security Index, risk assessment, gender 	<ul style="list-style-type: none"> ▪ Literature review ▪ Semi-structured Interviews 	<p>Triangulation</p> <p>Comparison</p>	<p>1-2</p> <p>data provided in various reports, has a</p>

<p>Sub Question 9.1</p> <p>How does GFA and SFP link to transition strategies such as livelihoods, building institutional capacities of MoSA and MoE, partnerships, developed exit strategies? To what extent do these strategies take into consideration women and girls?</p> <p>Sub Question 9.2</p> <p>What is the potential to scale up / phase out / spin off GFA and SFP to national stakeholders? and what prospects are there to sustain the interventions within the COVID-19 situation.</p>	<ul style="list-style-type: none"> ▪ Building institutional capacities of MoSA and MoE ▪ Maximising partnerships ▪ Elements of stability and social cohesion ▪ Exit strategies/indicators 	<p>analysis, stakeholders mapping/ (HRP, UNSF, Nexus) Project staff</p> <ul style="list-style-type: none"> ▪ Partners ▪ TPM – Moomken ▪ United Nations agencies: IOM/ UNFPA/ UNICEF ▪ LCCs / municipalities /local authorities ▪ MoSA / MoE ▪ Schools’ Principals / teachers ▪ Beneficiaries 	<ul style="list-style-type: none"> ▪ Partners’ interviews ▪ Beneficiary interviews ▪ Hotline data ▪ Case Study (GFA in Sabha, Tripoli, and Benghazi) SFP (Murzuq) 	<p>deduction / induction</p>	<p>quantitative focus, some is disaggregated by sex.</p> <p>Some reports reflect on plans and learnings but needs to be validated by the Evaluation.</p> <p>Qualitative data around experiences and perceptions will be gathered during the interviews</p>
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<p>Sub Question 9.3</p> <p>What good practices and lessons learned can be learned that can be capitalised and applied to the future phase and similar future projects? Any specifics for women?</p>					
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Annex 3: Zooming on CS and Sabha Approach, KEQ and Guiding Questions

The Case Study Approach

The team employed a qualitative approach for this CS exercise, which included desk research, a literature review, and key informant interviews. The team revised 9 documents on CS to design Evaluation questions based on best practices, conducted 9 interviews with

key CS stakeholders, and used the data collected from 8 beneficiary interviews in Sabha.⁵⁸ Furthermore, the analysis incorporated data extracted from other lines of inquiries of the Evaluation, particularly under Coherence. The Evaluation Team also analysed WFP CS practices outside of Sabha (i.e. in the other 6 cities evaluated)—it was relevant to look at evidence and practices elsewhere since CS only became an integral part of WFP efforts in 2019.

Therefore, the line of inquiries explored whether the GFA design, implementation, and monitoring mainstreamed CS, and how.

Boundaries of the case: The exercise does not attempt to reconcile thinking from different schools of thoughts ranging from maximalists, minimalists, and the conflict-insensitive or “blind”, including those debating whether EMOP should consider the conflict root causes.⁵⁹ Nor does it attempt to attribute causality and evidence correlation between WFP GFA during 2017-2019 and the likelihood of decreased violence or enhanced peace in Sabha, the type of peace, and at what stage of the conflict these changes occurred. The Evaluation scope and other limitations make it challenging to address these points.⁶⁰ This Evaluation believes that food security can help to mitigate and address long-term drivers of the conflict, and that “if GFA is provided to people affected by crisis to respond quickly to their urgent food needs, then this will contribute to restoring stability and re-establishing a sense of normalcy among affected populations”.⁶¹

⁵⁸ See list of KEQ and guiding inquiries for the CS exercise in Annex 3.

⁵⁹ Goldwyn & Chigas (2013) Monitoring and Evaluating Conflict Sensitivity, Methodological Challenges and Practical Solutions, March 2013.

⁶⁰ Restrictions include the fact that Sabha and Libya overall are fast-changing environments with several interventions happening simultaneously and from different actors; peace outcomes such as trust and tolerance among the community are intangible results that require a different Evaluation approach; the fragility of the results at the time of the Evaluation; the lack of proper documentation to rely on; the complex and fluctuating drivers of conflict in Sabha; the various formal and informal actors involved; and the fact that IDPs are scattered and hard to reach within host communities.

⁶¹ SIPRI (2019) The World Food Programme Contribution to Improving the Prospect for Peace, June 2019, p. 4. Assessed at: <https://docs.wfp.org/api/documents/49d56c806e7b4f5b833b3aa88825a4e4/download/>

Phases		Line of Inquiries
1	Needs Assessment / Context Analysis Stage	Are there guiding tools and methodology developed for this and used? When was it conducted? Is it a stand-alone tool or is it integrated in other assessment mechanisms (e.g. multi-sectoral)? Is/was it done at national or local level? Who is/was involved, and is/was it participatory? How is/was it updated later and how often? How was the needs assessment and results of it introduced to the community? Is there an analysis to explore food security and climate change, e.g. drought, agriculture, clear water, push and pull migration factors?
2	Design Stage	Did the GFA have a CS analysis beyond the mere risks of the project? E.g. did the assessment help staff foresee risks of implementation affected by the conflict or identify opportunities for reinforcing peace outcomes? Identify possible changes to the intervention to avoid contribution to tension (CS indicators and a sample is What? Who? Where? How?) Did the assessment highlight how men, women, boys, and girls are affected differently by the conflict? How is gender inequality exacerbated by conflict? Were CS aspects integrated into the LF? Budget? Were plans for capacity building envisaged?
3	Implementation Phase	What were the time and spaces / modalities through which information about CS was discussed? Any changes occurred during implementation due to CS findings (from previous design or during implementation)? Is there CS advisors engaged in the programme? Was Recruitment of Staff, partners CS? Any capacity building done for staff, and partners?
3.1	Key aspects during Implementation	
3.1.1	Targeting	Did needs assessment take into account other people in the surrounding or proximity? Did activity target creatively, i.e. benefitted neighbouring communities? Were selection criteria developed with communities? Did the targeting lead to any exclusion in the community that could have coincide with dividing lines? Or to inclusion of people who do not meet the criteria? Were targeting decisions communicated widely to the community, for both targeted and non-targeted groups? Is beneficiary data protected?

3.1.2	Procurement	Did decisions on where to procure trigger any tension (especially in scarce environment). Any theft or diversion of items? Were reasons of disruption or cut communicated? Was due diligence made on where to store and where to distribute?
3.1.3	Relationships with communities	Did the Staff or partners signal any message or behaviour that fall short of Respect, Accountability, Fairness, and Transparency? Is the staff trained on conflict resolution to facilitate delivery? Does transparency in donors' restrictions or other type exist?
3.1.4	Feedback and Accountability mechanism	Is there a safe space for feedback and complaints from participants and non-participants? Were beneficiaries subjected to any security threat to get to assistance? Is there a two-way communication with the communities?
3.1.5	Relationship with Partners	Were partners selected in a conflict sensitive way? Do staff recognise their own and partners' position in the conflict? Do staff test how partners are perceived in the community? Are partners involved in the assessment, analysis design and planning? Are conflict analysis discussions happening and how multi-sectoral agencies interrelate to it? I.e. United Nations agencies, and international partner organisations, and donors? Do partners agreement contain reference to agreed code of conduct, grievance and disciplinary processes?
3.1.6	Relationship with governing authorities	What level of government engagements there are? Is there a minimum level of trust within the donors? Is the CS conversation happening as much with the donors? Does the work with governance structures (formal and informal) supporting of inclusive governance? Did the staff have to negotiate with groups to facilitate delivery that have benefitted from legitimization? Were there changes in design because of CS?
4	Monitoring (beyond project outcome)	Any facts identified and linked to indicators about: changes in the context, e.g. tension and conflict evolving; Interaction: Is the intervention having effect on the context/conflict? Is the intervention having effect on family / community? Unintended impact both positively and negatively. Who conducted the monitoring and how are they perceived by people consulted? Who is being consulted as part of the community (diversity, position of power, beneficiaries, non-beneficiaries...)? Is the monitoring happening in response to conflict dynamic? Are risks and assumptions revisited after monitoring? Is feedback provided to people who have been included in the monitoring? Is monitoring data being used to revisit decision making?

5	CS integration into DE	Was CS a focus in the ToR? Were measures taken to introduce the evaluator well to the e community who will be evaluated? Did the Evaluation raise beneficiaries' expectations? Will the findings be shared with the communities?
6	Exit Strategy	Is there an exit strategy approach? Does it include consulting the communities, partners, and staff? Does it include conflict scenario analysis and measures to mitigate?

Annex 4. External stakeholders & Primary Users

- Beneficiaries: They include male and female recipients of GFA, school principals and teachers, parents of school-aged recipients of SFP, and their parents.
- Non-beneficiaries - host community members: They include men and women living in the community where IDPs, Refugees, migrants are receiving GFA.
- Government stakeholders: MoE and MoSA, Bureau of Internally Displaced (GNA Prime Minister Office), Civil Society Commission (CSC) in Benghazi, municipalities, and LCCs.
- UNCT, UNFPA, UN Women, UNHCR, UNICEF, OCHA, IOM.
- RRM and WGs.
- Local partners: Third Party Monitoring (TPM), Moomken, LibAid, Kafaa, LRC, AKS, STACO, Atta Al Khair, El Emdad, among others.
- NGOs
- Donors: the Canadian Embassy and the Italian Agency for Development Cooperation (AICS).

The primary users of the Evaluation findings and recommendations are:

- WFP Libya CO, who are expected to use the Evaluation findings alongside other sources of information to inform future programme design and wider elements of the Libya ICSP.
- The RB in Cairo, who may use the Evaluation findings when providing strategic guidance, programme support, and oversight to WFP Libya and other COs.
- Programme Policy Units in the WFP Headquarters (HQ) for wider organisational learning and accountability purposes.
- The OEV, who may use the Evaluation findings to feed into Evaluation syntheses, as well as for annual reporting to the EB.
- WFP EB, who may find the Evaluation findings useful for thematic and/or regional syntheses and corporate learning processes.

Annex 5: GFA main activities between 2017-2019

	2017	2018	2019
Capacity Building:	Partners Training on core skills: finance, reporting, targeting criteria, protection, and gender sensitization., market monitoring training.	Consultations with representatives from LCC, MoSA, Municipalities, Soundouk Eel Zakat, along with old partners and new potential ones	
Selection	Local partners in coordination with LCCs/municipalities/MOSA	Local partners, LCC and authorities. Towards the end of 2018, criteria were standardized in consultation with above-mentioned. The entity determining the final list, is different based on each locality.	By local partners, LCC and authorities. In coordination with Rapid Response Mechanism (RRM). Targeting was implemented geographically, and still prioritized household demographic characteristics such as gender, age group, and the presence of women, men, boys and girls living with disabilities.

Transfer Modality	A total of 4,920MT out of 17,700MT planned.	8,195 MT of food out of the 19,600 Mt planned.	9,193 MT out of 9,698 MT planned.
Beneficiaries	Planned: 175,000 Reached: 50.3%= 88,064 44,586 females 85% were IDPs (+113% original plan), 11% returnees 4% refugees 921 children ≤5 27,642 children ≥5≤18 51,208 ≥18 Priority to women headed households.	Planned: 175,000 Reached 92.6%: 161,989, 83,333 females 53% IDPs 36% returnees 11% residents 1% migrants (2,900 in detention centers) and refugees 19,472 children ≤5 47,547 children ≥5≤18 94,970 ≥18 Priority to women headed households and widows.	230,000 [EHD11] 61% more than the planned targets: 189,000 monthly food distributions 37,000 the emergency Rapid Response Mechanism (RRM) implemented jointly by IOM, UNFPA, UNICEF and WFP 4,000 to migrants in urban areas. (crisis-affected beneficiaries: internally displaced persons (IDPs), returnees, non-displaced populations, refugees, asylum-seekers, migrants outside of detention centres)

Partners	AKS in the west, STACO in the south and Al Zawiya, and Libaid in Benghazi.	AKS in the west, STACO in the south and Al Zawiya, and Libaid in Benghazi in the first quarter only. Kafaa Development Foundation, the Libyan Humanitarian Relief Agency	11 local CPs
Locations	z	19 locations in 11 governorates, including Tripoli for migrants through UNHCR, Misrata, Zleiten, Tarhouna, Zuwara, Aljufra, Benghazi, Alkufra, returnees in Sirte, Tawergha and Bani Waleed, and Sabha, As-Shati and Awbari, Murzuq.	Tripoli (western region) Ghat, and Murzuq (southern region).
Gender	The call center and hotline dedicated a line for women beneficiaries; 55% household reported about joint decision making between men and women over food whereas only 9% made by women.	30 percent of complaints and feedback mechanism were women. Women are being more informed about WFP assistance than men in southern and western Libya. Women involvement in decision making on how to use assistance	Women headed households still face higher levels of poor and borderline food consumption than men headed households. Food was delivered to women who could not access along with disable by WFP staff. WFP developed its GTP, aimed to mainstream gender considerations

	<p>WFP organized a gender sensitization workshop; Joined WFP global GTP.</p>	<p>women 37%, or both men and women 53%.</p> <p>GTP baseline self-assessment & develop WFP Gender Policy 2015-2020.</p> <p>Annexes on Gender Equality, Protection and Accountability to Affected Population were included in partners' agreements.</p>	<p>into data collection and analysis, outcomes and outputs, including SAAD.</p> <p>Gender Responsive Monitoring and Evaluation Strategy. WFP hotline shows 49% of the 214 callers requesting assistance were women, and 49% of the 1,991 calls were women requesting information on registration.</p> <p>95% of women in all three regions were involved in decision-making related to food.</p>
<p>Monitoring & Evaluation</p>	<p>Hotline; compliant box; annual workshops; TPM (Voluntas and Diwan); monthly onsite and warehouse monitoring; call center Post-Distribution Monitoring surveys.</p>	<p>Hotline; compliant box; TPM Moomken; monthly onsite and warehouse monitoring; call center in Tunis, Post-Distribution Monitoring surveys, and Market Price monitoring by REACH.</p>	<p>MSNA & RRM.</p> <p>First time outcome monitoring taking place in the east. Monitoring and Evaluation efforts include: hotline; compliant box; TPM (Moomken); remote triangulation of information; monthly onsite and warehouse monitoring; call center conducting Post-Distribution Monitoring (PDM)</p>

			surveys; and Market Price monitoring by REAHC.
Funding	Canada, the European Union, Italy, Japan, the Central Emergency Response, Fund (CERF), and PepsiCo; total of 5,835 MT in cash.	?	Canada, Japan, Italy and the United Nations Central Emergency Response Fund.
Challenges	<p>Inconsistent funding leading to diversion in number of people served.</p> <p>Protracted conflict, and its impact on increased vulnerability, exacerbated by intermittent assistance.</p> <p>Increasing needs due to continuous waves of displacement.</p>	<p>WFP secured only 28% funding, resulting in pipeline breaking.</p> <p>Budget revision in July to respond to emergencies and vulnerable groups not included in the assistance, (Tripoli displacement outbreak in September and returnees in Sirte).</p> <p>Third break in pipeline in December led to receiving half of planned quantities.</p> <p>Lowest food diversity score in May 2018 since 2015.</p>	<p>Clashes in Tripoli in April, between LNA and GNA, and Murzuq in August. Again, prioritization was made, based on displacement, food security, and accessibility.</p> <p>Decrease in food consumption and more resort to negative coping strategies in west, in addition to an improvement in consumption in east and south reflecting reliance on WFP assistance.</p>

		Deterioration in coping strategies with an index of 21.87.	
Highlighted results	<p>Slight improvement in food diversity consumption amongst beneficiaries.</p> <p>The average coping strategies index is 18.6 compared to 12.5 in 2016 (increase in applying coping strategies, 86% in 2017 and 81% in 2016.).</p> <p>WFP took part in the Country Team Cash & Market Working Group.</p>	<p>Expansion of partners and presence on the ground,</p> <p>UNHAS,</p> <p>Facilitation of WFP-led Logistics sector (resulting in saving around 500,000 USD by shipping directly to Libya),</p> <p>Emergency Telecommunications sector, Libya UNCT.</p>	<p>93% [EHD12] and response to emergencies: in March & December due to retaining of shipments on Libya ports: a new cost-effective supply chain.</p> <p>WFP leadership of the Programme Management Team (PMT) (United Nations coordination)</p> <p>Leading the Nexus</p> <p>Lead on preparing the first periodic report of the United Nations Strategic Framework, and co-chairmanship of the UN Communications Working Group.</p> <p>Food basket composition is being revised based on beneficiaries' feedback.</p>

References	RFSA; HNO; IOM DTM.	Mobile Vulnerability Assessment (MVA)/ MSNA/ RRM QNA	
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Annex 6. GFA & SFA Outputs: Planned Vs. Reached Beneficiaries -

	2017 (SPR 2017)	2018 (SPR 2018)	2019 (Libya annual Country Report 2019 and ICSP)	SFP
Beneficiaries	<p>Planned: 175,000</p> <p>Reached: 50.3%= 88,064</p> <p>Females: 44,586</p> <p>IDPs: 85% (+113% original plan)</p> <p>Returnees: 11%</p> <p>Refugees: 4%</p> <p>Children: 921 Children ≤5,</p>	<p>Planned: 175,000</p> <p>Reached: 92.6%=161,989, Females: 83,333</p> <p>IDPs: 53%</p> <p>Returnees: 36%</p> <p>Residents: 11%</p> <p>Migrants and Refugees: 1% (2,900 in detention centres).</p> <p>Children: 19,472 ≤5,</p>	<p>Reached: 251,538, 61% more than the planned targets, they included 189,000 through monthly food distributions,</p> <p>37,000 the through emergency RRM implemented jointly by IOM, UNFPA, UNICEF and WFP. They included crisis-affected beneficiaries: IDPs, returnees, non-displaced populations, refugees, asylum-seekers, 4,000 migrants outside of detention centres.</p> <p>Female: 49%</p>	<p>21,000 schoolchildren, including 10,572 girls and 10,182 boys</p> <p>Budget 2019: US\$1,113,520</p> <p>And 2020: US\$1,778,312</p>

	<p>27,642 children ≥5≤18, and</p> <p>51,208 ≥18</p> <p>Priority to women headed households.</p>	<p>47,547 children ≥5≤18, and</p> <p>94,970 ≥18</p> <p>Priority to women headed households and widows.</p>		
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According to the 2017 SPR, the GFA distributed a total of 4,920 metric tons (MT) out of 17,700 MT planned. In 2018, the GFA distributed more than 8,195 MT of food out of the 19,600 MT planned. In 2019, WFP distributed a total of 9,193 MT out of 9,698 MT planned. In 2020, GFA reached 250,000 out of 152,000 planned with a total of 10,000 MT of food⁶².

⁶² WFP (2020) Libya Annual M&E Results (2020).

Annex 7. WFP partners

WFP worked with a range of multi-lateral organisations, international NGOs (INGOs), local NGOs, and national and local authorities to implement the programme activities. The GFA baskets are distributed via cooperating partners (CPs): in 2017-2018 WFP worked with the following CPs: AKS in the west, STACO in the south, and Al Zawiya, and LibAid and Kafaa Development Foundation in Benghazi and in the east. As of late 2018-early 2019, partners expanded to include the LRC (east and south), Atta Al Khair (east and south), El Emdad (west), IOM for food assistance to migrants (east, south, west), UNHCR (west), and the Italian INGO CESVI for school nutrition. The selection of beneficiaries was initially carried out through the CPs, and by the end of 2018- early 2019 it involved the LCCs, local authorities, e.g. municipalities, representative of MoSA, and Sandouk el Zakat (Zakat Fund) at times. Starting in 2019, targeting and selection was also coordinated through the RRM. Similarly, the SFP works closely with schools and the MoE 58 schools in the south. In 2017, the GFA's donors included Canada, the European Union (EU), Italy, Japan, the Central Emergency Response Fund (CERF), and PepsiCo, who contributed a total of 5,835 MT in cash. In 2018, donors included: Canada, the European Commission, Italy, Japan, the CERF, Norway, and PepsiCo, who contributed 7,317 MT in cash. In 2019, Strategic Outcome 1 was 93 percent funded against 2019 needs and constituted 66 percent of the total budget. Canada, Japan, Italy, and CERF. The SFP budget was US\$1,113,520 in 2019 and US\$1,778,312 in 2020.

Annex 8: Documents Reviewed

Document Type	Comment / Titles and dates of documents received	Received - Y/N (N/A)	Link to Evaluation matrix
Project related documents [if applicable]			
Appraisal mission report			
Project document	<ul style="list-style-type: none"> ▪ Libya Emergency Operation 200925: Assistance to People Affected by the Crisis in Libya. ▪ Country Strategic Plan Detailed Logical Framework – Data as of 28 May 2020 ▪ Final Proposal Libya18-UF-WFP-06018 October 2018 ▪ Final Proposal Libya 19-RR-WFP-042 - 2 May 2019 ▪ WFP Proposal for the government of Japan 	Y	<p>Relevance</p> <p>Access and reach</p>

	<ul style="list-style-type: none"> ▪ WFP Libya funding proposal to the Italian government ▪ WFP Libya Project Variation: Assistance to people affected by the prolonged conflict in Libya ▪ WFP Libya funding proposal to the Italian Government 		
Standard Project Reports	<ul style="list-style-type: none"> ▪ Standard Project Report 2017: Assistance to people affected by the crisis in Libya ▪ Standard Project Report 2018: Assistance to people affected by the crisis in Libya 	Y	Effectiveness
Budget Revisions	<ul style="list-style-type: none"> ▪ Project Budget Revision for Approval by the Regional Director ▪ Budget Increase to Emergency Operation: EMOP 200925: Assistance to people affected by the crisis in Libya 	Y	
Note for the record (NFR) from Programme Review Committee meeting (for original intervention and budget revisions if any)		N	

Approved Excel budget (for original intervention and budget revisions if any)		N	
Intervention/Project Plan (breakdown of beneficiary figures and food requirements by region/activity/month and partners)		N	
Other	<ul style="list-style-type: none"> ▪ WFP Libya CO - Budget estimate - School Feeding Training of Trainers - Late July 2019 - August 2019 (4-day session) ▪ 2020 Expansion Plan -DB projection ▪ 2020 Expansion Plan Map ▪ Expansion letter from MoE (Arabic) ▪ The Ministry of Education and WFP Libya CO Concept paper for Take-Home Ration Food Distribution During the COVID-19 Emergency ▪ World Food Programme, School Feeding Strategy 2019–2030 ▪ School Feeding Strategy Presentation 	Y	<p>Relevance</p> <p>Access and reach</p> <p>Adequacy</p> <p>Coherence</p> <p>effectiveness</p>

CO Strategic Documents (if applicable)			
Country Strategy Document (if any)	<ul style="list-style-type: none"> ▪ Libya Interim Country Strategic Plan 2019–2020, January 31, 2019 ▪ Libya Annual Country Report 2019 – Country Strategic Plan 2019-2020 ▪ Libya Annual Country Report 2020 	Y	Relevance Access and reach Coherence Effectiveness Sustainability
Other	<ul style="list-style-type: none"> ▪ Gender Analysis 2017 ▪ Conflict Sensitivity Analysis 2019-Sabha ▪ Conflict Sensitivity Analysis 2019-Zuwara ▪ Conflict Sensitivity Analysis 2019-Sirte 	Y	
WFP Libya Country brief January 2021	<ul style="list-style-type: none"> ▪ WFP Libya Country Brief, January 2021 		

Assessment Reports [if applicable]			
Comprehensive Food Security and Vulnerability Assessments	<ul style="list-style-type: none"> ▪ Southern Libya MVA Bulletin #1, March 2019 ▪ Libya: Tripoli Crisis VAM Bulletin #2, April-May 2019 	Y	Relevance Access and reach Adequacy
Crop and Food Security Assessments (FAO/WFP)		N	
Emergency Food Security Assessments			
Food Security Monitoring System Bulletins		N	
Market Assessments and Bulletins	<ul style="list-style-type: none"> ▪ Market Analysis Report WFP MVA Food Security Analysis January-October 2018 	Y	Adequacy

Joint Assessment Missions (UNHCR/WFP)		N	
Inter-Agency Assessments	<ul style="list-style-type: none"> ▪ Hunger, displacement, and migration: A joint innovative approach to assessing needs of migrants in Libya, November 2019 ▪ Hunger and displacement in Libya A joint innovative approach in assessing needs of migrants, October 2019 ▪ MSNA - Food Security, November 2018 ▪ Libya 2017 Multi-Sector Needs Assessment, September 2017 ▪ Libya 2018 Multi-Sector Needs Assessment, February 2018 ▪ Education PIN Libya 2018 age and sex template v1.4 	Y	Relevance Access and reach Coherence Adequacy
Rapid needs assessments	<ul style="list-style-type: none"> ▪ Rapid Food Security Assessment, September 2016 ▪ Rapid Food Security Assessment, November 2016 ▪ Libya Food Security Sector, July 2020 	Y	Relevance Access and reach Adequacy

Cash and voucher feasibility studies		N/A	
Other	<ul style="list-style-type: none"> ▪ WFP, Libya COVID-19 Response, June 2020 ▪ The migration pulse piloting innovative web surveys in Libya, March 2019 ▪ The migration pulse understanding the needs and food security situation of migrants in Libya ▪ WFP Libya CO, Protection Risk Assessment, December 2019 ▪ Preliminary Gender Analysis and Recommendations for the Libya CO Gender Action Plan, February 2017 ▪ WFP Libya CO, Protection Risk Assessment, December 2019 ▪ RBC SF COVID-19 stock taking exercise March 22nd ▪ School Meals Programme Baseline Report ▪ Gender Gap Analysis 2017 ▪ Libya CS analysis for FFT in Sabha, 2019 ▪ Libya CS analysis for FFT in Murzuq, 2019 	Y	<p>Relevance</p> <p>Access and reach</p> <p>Coherence</p> <p>Adequacy</p>

Monitoring and Reporting (if applicable)			
Monitoring & Evaluation Plan and tools	<ul style="list-style-type: none"> ▪ WFP Libya Annual M&E report 2020 ▪ Monitoring and Evaluation Standard Operating Procedures October 2018 ▪ Monitoring and Evaluation Strategy 2019 - 2020 ▪ Monthly Warehouse Inspection tool ▪ Attendance Sheet at Distribution Site ▪ Complaints Feedback Mechanism in Libya CO Operations - Standard Operating Procedures ▪ Gender Transformation Programme: Benchmark Action Options ▪ Libya Gender Transformation Programme (GTP) plan progress ▪ WFP Hotline Reporting Template and data ▪ Milestone Chart - School Feeding 	Y	<p>Relevance</p> <p>Access and reach</p> <p>Coherence</p> <p>Effectiveness</p> <p>Sustainability</p>

Country Situation Report (SITREP)		N/A	
Country Executive Brief		N/A	
Food Distribution and PDM Reports	<ul style="list-style-type: none"> ▪ RB Cairo, WFP Libya Evidence-based Results: Outcomes of Food Assistance over 2017, April 2018 ▪ Libya Post Distribution Monitoring Final Report 2018 ▪ WFP Libya General Food Distribution - February 2019 ▪ Monthly Distribution Report December 2019 ▪ Monthly Distribution Report February 2020 ▪ Monthly Distribution Report November 2019 ▪ Monthly Distribution Report January 2020 	Y	Relevance Access and reach Effectiveness
Monthly Monitoring Reports	<ul style="list-style-type: none"> ▪ Call Centre WFP – Libya, December 2018 ▪ Call Centre WFP – Libya, September 2018 	Y	Relevance Access and reach

	<ul style="list-style-type: none"> ▪ Monthly Report Hotline WFP, October 2019 ▪ Monthly Report Hotline WFP, February 2019 ▪ Monthly Report Hotline WFP, April 2018 ▪ Monthly Report Hotline WFP, August 2019 		Effectiveness
Beneficiary Verification Reports	<ul style="list-style-type: none"> ▪ WFP Hotline Dashboard April 2018 – December 2019 ▪ WFP Libya monthly M&E Dashboard Reports (10 Reports) 	Y	Relevance Access and reach Effectiveness
Donor specific reports		N/A	
Activities Reports	<ul style="list-style-type: none"> ▪ School Feeding Training of Trainers report – Tunis 	Y	Effectiveness
Output monitoring reports (if applicable)			

Actual and Planned beneficiaries by activity and district/ location by year	<ul style="list-style-type: none"> ▪ Standard Project Report 2017: Assistance to people affected by the crisis in Libya ▪ Standard Project Report 2018: Assistance to people affected by the crisis in Libya ▪ 2019 Monitoring and Evaluation results WFP Libya, February 2020 	Y	Relevance
Male vs. Female beneficiaries by activity and district/ location by year			Access and reach
Beneficiaries by age group			Coherence
Actual and Planned tonnage distributed by activity by year			Effectiveness
Commodity type by activity		N/A	Sustainability
Actual and Planned cash/voucher requirements (US\$) by activity by year		N/A	
Operational documents (if applicable)			

Organigram for main office and sub-offices		N/A	
Activity Guidelines		N	
Mission Reports	<ul style="list-style-type: none"> ▪ Mission Report, School feeding TOT in Alkufra, 21-27 March 2019 ▪ South-south Cooperation School Feeding Mission to Egypt 	Y	
Pipeline overview for the period covered by the Evaluation			
Logistics capacity assessment	<ul style="list-style-type: none"> ▪ WFP Review of Partner Performance Ayadi Al Khair Society ▪ WFP Review of Partner Performance Ayadi Al Khair Society 	Y	
Partners (if applicable)			
Annual reports from CPs			

List of partners (Government, NGOs, United Nations agencies) by location/ activity/ role/ tonnage handled	<ul style="list-style-type: none"> ▪ WFP Partners in Libya 	Y	
Field level agreements (FLAs), Memorandum of Understanding (MOUs)	<ul style="list-style-type: none"> ▪ Memorandum of Understanding between the Ministry of Education of the State of Libya and World Food Programme ▪ Memorandum of Understanding between the Ministry of Education of the State of Libya and World Food Programme 	Y	
Cluster/ Coordination meetings (if applicable)			
Logistics/Food Security/nutrition cluster documents	<ul style="list-style-type: none"> ▪ 4Ws School Feeding Reports ▪ WFP Libya Education 4W January 2020 ▪ WFP Libya Education 4W, February 2020 ▪ WFP Libya Education 4W March 2020 ▪ WFP Libya Education 4W, April 2020 	Y	Effectiveness

	<ul style="list-style-type: none"> ▪ WFP Libya Education 4W November 2019 ▪ WFP Libya Education 4W, December 2019 ▪ Libya Education 4W, July 2019. 		
Notes for the Record (NFRs) of coordination meetings	<ul style="list-style-type: none"> ▪ UNICEF-WFP, WFP Libya CO Tunis, 24 October 2018 – Minutes of the Meeting ▪ Libya Education Sector Working Group - Minutes of the Meeting ▪ UNICEF, 30 October 2018 at 11:00 – Minutes of the Meeting ▪ Libya Education Sector Working Group, 19 November 2018 at 10:00 – Minutes of the Meeting ▪ Libya Education Sector Working Group, 17 December 2018 - Agenda of the meeting ▪ The Ministry of Education in Libya - The United National World Food Programme in Libya - Meeting on milestones towards the National School Feeding Policy in Libya, 26-28 June 2019 – Note for Record ▪ Meeting with the Inter-Sectoral Committee for School Feeding, Libyan MoE – Minutes of the Meeting 	Y	Coherence

	<ul style="list-style-type: none"> ▪ Meeting with the Inter-Sectoral Committee for School Feeding, Libyan MoE – Minutes of the Meeting ▪ Meeting with the Inter-Sectoral Committee for School Feeding, Libyan MoE, Minutes of the Meeting 		
Other	<ul style="list-style-type: none"> ▪ Education Sector Workplan for 2018 ▪ Libya Education Sector Working Group Contact List ▪ Libya Education Sector Working Group: 2019 Set Up and Strategy ▪ HRP Operational Plan – Education Latest WFP inputs, V1, 2019. ▪ HRP Operational Plan – Education Latest WFP inputs, V2, 2019. ▪ 2019 HRP Operational Plan template. ▪ Libya 2019 Humanitarian Response ▪ Guidance Note Libya 2019 HPC Project Module ▪ HPC projects module - user manual Version 0.2, 25 August 2018. ▪ The XXI Global Child Nutrition Forum COMMUNIQUÉ ▪ The XXI Global Child Nutrition Forum COMMUNIQUÉ Arabic 	Y	Relevance Access and reach Coherence

	<ul style="list-style-type: none"> ▪ Global Nutrition Report (2019), Libya Country Nutrition Profile ▪ 9 letters from the MoE ▪ Letter from MoE ▪ WFP Libya Nexus WG - Infographic March 2021 ▪ OCHA, Libya Humanitarian Needs Overview, January 2020, 2019, 2018, 2017. 		
Evaluations/ Reviews			
Resource mobilisation (if applicable)			
Resource Situation		N/A	
Contribution statistics by month		N/A	

Resource mobilization strategy		N/A	
NFRs Donor meetings		N/A	
Maps (if applicable)			
Map of the intervention		N/A	
Logistics Map		N/A	
Food/Cash/voucher Distribution Location Map	<ul style="list-style-type: none"> ▪ WFP Food Assistance - January 2020 – Map 	Y	
Food Security Map	<ul style="list-style-type: none"> ▪ WFP Food Assistance - January 2020 	Y	
Other documents collected by the team (including external ones) (if applicable)			

Communication tools	<ul style="list-style-type: none"> ▪ E Voucher Leaflet ▪ الانسانية في ليبيا بإدارة وتنفيذ برنامج الامم المتحدة برنامج القسائم ا لكترونية مقابل سلع المساعدات الغذائية محددة ▪ الانسانية في ليبيا بإدارة وتنفيذ برنامج الأغذية العالمي المساعدات برنامج 	Y	Relevance
Presentations	<p><i>9 presentations on School Feeding:</i></p> <ul style="list-style-type: none"> ▪ 2019 SF Achievements Report ▪ Libya School Feeding Road Map ▪ Libyan MoE, ERP - English ▪ MoM with MoE, Road map endorsement ▪ RBC presentation meeting - School Feeding Strategy ▪ School Feeding - Arabic ▪ School Feeding - English ▪ SF Libya CO Milestone story, English ▪ SF Milestone story, Arabic 	Y	Relevance

<p>External Reports</p>	<ul style="list-style-type: none"> ▪ MSF, Libya: Report on nutrition screening findings in Sabha detention centre, 2019 ▪ Triple Nexus: WFP Contribution to Peace, Beyond the Annual Performance, Report 2018 series, December 2019 ▪ SIPRI, The World Food Programme Contribution to Improving the Prospect for Peace, June 2019 ▪ Analysing Conflict Sensitivity in Emergency Response, Current Practice and Ways Forward, Number 70, October 2011 ▪ KOFF, Center for Peacebuilding, Fact Sheet Conflict Sensitivity. ▪ How to Guide to Conflict Sensitivity, February 2012 ▪ Monitoring and Evaluating Conflict Sensitivity, Methodological Challenges and Practical Solutions, March 2013 ▪ Conflict Sensitivity Assistance in Libya Forum, Sabha Peace and Conflict Analysis, November 2020 	<p>Y</p>	<p>Relevance effectiveness</p>
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Peer reviewed articles

Title	Year	Author (s)
Nutritional Status of Under-Five Children in Libya; A National Population-Based Survey	2008	Adel ET, Rolland-Cachera MF, Salaheddin M, Najeeb E, Ahmed AM, Ibrahim B, and Gerard L.
Country and Gender-Specific Achievement of Healthy Nutrition and Physical Activity Guidelines: Latent Class Analysis of 6266 University Students in Egypt, Libya, and Palestine.	2017	El Ansari W, Berg-Beckhoff G.
Health in times of uncertainty in the Eastern Mediterranean region, 1990-2013: a systematic analysis for the Global Burden of Disease Study 2013.	2016	Mokdad AH et al.
Now drugs in Libya are much cheaper than food: A qualitative study on substance use among young Libyans in post-revolution Tripoli, Libya.	2018	Elamouri FM, Musumari PM, Techasrivichien T, Farjallah A, Elfandi S, Alsharif OF, Benothman H, Suguimoto SP, Ono-Kihara M, Kihara M.
Understanding the risk and protective factors associated with obesity amongst Libyan adults - a qualitative study.	2018	Lemamsha H, Papadopoulos C, Randhawa G.

Behavioural risk factor clusters among university students at nine universities in Libya.	2018	El Ansari W, Khalil KA, Ssewanyana D, Stock C.
Consumption of fruits and vegetables among adolescents: a multi-national comparison of eleven countries in the eastern Mediterranean Region.	2016	Al Ani MF, Al Subhi LK, Bose S.
Risk factors for stunting among under-fives in Libya.	2009	El Taguri A, Betilmal I, Mahmud SM, Monem Ahmed A, Goulet O, Galan P, Hercberg S.
Global, regional, and national prevalence of overweight and obesity in children and adults during 1980-2013: a systematic analysis for the Global Burden of Disease Study 2013.	2014	Ng M et al.
Consumption of fruits and vegetables among adolescents: a multi-national comparison of eleven countries in the eastern Mediterranean Region.	2016	Al Ani MF, Al Subhi LK, Bose S.
Growth pattern of primary schoolchildren in Benghazi, Libya.	2001	Al-Sharbati MM, Younan AA, Sudani OH.
Dental erosion among 12-year-old Libyan schoolchildren.	2012	Huew R, Waterhouse PJ, Moynihan PJ, Maguire A.

Dental caries and its association with diet and dental erosion in Libyan schoolchildren.	2012	Huew R, Waterhouse P, Moynihan P, Kometa S, Maguire A.
Dental erosion and its association with diet in Libyan schoolchildren.	2011	Huew R, Waterhouse PJ, Moynihan PJ, Kometa S, Maguire A.
Perceived barriers to healthy eating and physical activity among adolescents in seven Arab countries: a cross-cultural study.	2013	Musaiger AO, Al-Mannai M, Tayyem R, Al-Lalla O, Ali EY, Kalam F, Benhamed MM, Saghir S, Halahleh I, Djoudi Z, Chirane M.
Growth of preschool children in the Libyan Arab Jamahiriya: regional and sociodemographic differences.	2002	Hameida J, Billot L, Deschamps JP.
Obesity among adolescents in five Arab countries; relative to gender and age.	2013	Musaiger AO, Al-Mannai M, Al-Lalla O, Saghir S, Halahleh I, Benhamed MM, Kalam F, Ali EY.
Risk of disordered eating attitudes among adolescents in seven Arab countries by gender and obesity: a cross-cultural study.	2013	Musaiger AO, Al-Mannai M, Tayyem R, Al-Lalla O, Ali EYA, Kalam F, Benhamed MM, Saghir S, Halahleh I, Djoudi Z, Chirane M.

Prevalence of overweight and obesity among adolescents in eight Arab countries: comparison between two international standards (ARABEAT-2).	2016	Musaiger AO, Al-Mannai M, Al-Haifi AR, Nabag F, Elati J, Abahussain N, Tayyem R, Jalambo M, Benhamad M, Al-Mufty B.
Profile of diabetes health care at Benghazi Diabetes Centre, Libyan Arab Jamahiriya.	2007	Roaeid RB, Kablan AA.
Prevalence of Overweight and Obesity among Adolescents in Seven Arab Countries: A Cross-Cultural Study.	2012	Musaiger AO, Al-Mannai M, Tayyem R, Al-Lalla O, Ali EY, Kalam F, Benhamed MM, Saghir S, Halahleh I, Djoudi Z, Chirane M.
Assessment of vitamin D intake among Libyan women - adaptation and validation of specific food frequency questionnaire.	2018	Faid F, Nikolic M, Milesevic J, Zekovic M, Kadvan A, Gurinovic M, Glibetic M.
Nutrient intake and dietary patterns of relevance to dental health of 12-year-old Libyan children.	2014	Huew R, Maguire A, Waterhouse P, Moynihan P.
The Impact of Dietary Habits and Metabolic Risk Factors on Cardiovascular and Diabetes Mortality in Countries of the Middle East and North Africa in 2010: A Comparative Risk Assessment Analysis	2015	Afshin, A. et al

Diet and its association with prevalence of dental erosion in Libyan schoolchildren. <i>In International Conference on Dentistry, July 12, 2020.</i>	2020	Huew R, Ali, F.
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Annex 9: Stakeholders Interviewed

WFP	
WFP Country Director	Samer Abdul Jabbar
Programme management	Yukinori Hibi
SFP coordinators	Mohammed Eshkal
Local staff - east	Salah Belhassen
Local staff - south	Abdidaim Albashir
Local staff based in Sirte	Mohamed Aghnayah
Inter-Agency CFM	Fathi Eneji
NEXUS	Anna ZINGG
Donors	
The Italian Embassy	Niccolo Patrone
Canadian Embassy	Hilary Child Adams
National authorities	
The Bureau of Internally Displaced (Wifak government Prime Minister Office)	Belgassem el Gantri Director of the Minister of IDPS's office
Municipality Communication Coordinator in Sabha	Adelrahim Abdelaziz (Municipality member)
Municipality Mayor in Murzuq	Ali Slama & Guilani
LCC in Tripoli (Mayor Tawergha)	Abd Alrahman Alshekshak
Head of Social Affairs Head of the International Collaboration Department – MoSA Office – Derna	Nafaa Abu Assous
United Nations & internationals	
IOM	Sarieddine Rabih
UNICEF	Sherif Jenan
UNICEF	Ibrahim Farah
OCHA	Justin Brady
UNFPA	Hafeth Ben Millad
United Nations, Food Security Coordinator	Shaker Allozi
Resident Coordinator and Humanitarian Coordinator for Libya	Yacoub El Hillo
Local Partners	

Project, Coordinator	Sahel Gheriani
Moomken Field Officer (male)	Esam Gihani
LibAid Field Officer (female)	Wafa Algmami
KAFAA for GFA – West Coordinator	Ahmed Hatush
KAFAA Field Officer (female)	Amani Teta
KAFAA Field Officer (male)	Hussam Latresh
AKS for GFA - West Coordinator	Murad Alshaebi
STACO for GFA - South Coordinator	Samer Algosbi
STACO Field Officer (male)	Othman Omar
Atta Al Khair for GFA - South Coordinator	Hamida Alsanousi
Atta Al Khair Field Officer (male)	Abdelsalam Elhaj
Al Yusser organisation in Tarhouna	Hatem Sassi
CS	
US Institute of Peace (USIP) Libya Country Manager	Nate Wilson
Peaceful Change Initiative, Conflict advisor	Tim Molesworth
Interpeace Libya Programme Manager	Khoulood Yehya
Fezzan Libya Organisation	Abdulhadi Soliman
LCC in Sabha	Etman Youssef Akhshibeh Akrin
IDPs unit Sabha	Maryam Issa Abdel Rahman Issa
Promediation	Alice Fereday
WFP Programme Policy Officer, Resilience	Craig Browne
WFP Senior CS and Peacebuilding Advisor	Rachel Goldwyn
Programme Policy Officer for Nexus and CS	Anna Zingg
School Feeding Programme	
Ministry of Education - Tripoli	Dr Fawzia Ben Ghishir
Ministry of Education - Tripoli	Souad
School Principal – Osama Ben Zaid – Primary School - Ghat	Abilqasim Abdullah Ibrahim
School Principal – Zaid Ben Haret – Primary school - Alkufra	Salha Mohamed Saleh
Head of Education Office - Alkufra	Ahmed Al Amin
Head of Social Services and School Health Unit – MoE Office - Ghat	Ali Almadani

Annex 10 – Sabha CS Case Study⁶³

12.1 WFP and the New Way of Working (NWoW): WFP’s commitment to the Nexus and NWoW has been in motion since the organisation signed the “Peace Promise” in 2016, emphasising its commitment to uphold the linkages between humanitarian, development, and peace.⁶⁴ WFP gained further momentum on integrating CS into its work following a June 2019 WFP-Stockholm International Peace Research Institute (SIPRI) report on WFP’s contribution to peace. In early September 2019, WFP Libya CO recruited a Nexus coordinator as the Programme Management Team (PMT) chair to facilitate a Nexus WG.⁶⁵ The PMT decided to pilot NWoW in Sabha, a strategic location in southern Fezzan. The results can be used to scale up and replicate successful CS work in other locations.

12.2 WFP Libya believes that mainstreaming CS within its programming helps in strengthening WFP’s understanding of the complex and fast changing nature of the Libyan context, contributing to better informed and adapted interventions, and enhancing coordination between UNCT and other IOs, including those with a mandate in peacebuilding.

The Evaluation Approach

12.3 The team employed a qualitative approach for this CS exercise, which included desk research, a literature review, and key informant interviews. The team revised 9 documents on CS to design Evaluation questions based on best practices, conducted 9 interviews with key CS stakeholders, and used the data collected from 8 beneficiary interviews in Sabha.⁶⁶

1 Number of vulnerable people with equitable and safe access to functional basic service, and sustainable livelihood opportunities increased by 2023.

2 Vulnerability reduced, and self-reliance increased for migrants and refugees strengthened to achieve durable solutions by 2023.

Furthermore, the analysis incorporated data extracted from other lines of inquiries of the Evaluation, particularly under Coherence. The Evaluation Team also analysed WFP CS practices outside of Sabha (i.e in the other 6 cities evaluated)—it was relevant to look at evidence and practices elsewhere since CS only became an integral part of WFP efforts in 2019. The exercise attempted to answer the following questions:

- To what extent were WFP and partners able to build a clear understanding of the peace and conflicts dynamics in which GFA took place?

⁶³ See Annex 3 for Case Study approach.

⁶⁴ SIPRI (2019), The World Food Programme Contribution to Improving the Prospect for Peace, June 2019. Assessed at: <https://docs.wfp.org/api/documents/49d56c806e7b4f5b833b3aa88825a4e4/download/>.

⁶⁵ The UNCT, in line with the Commitment to Action, assigned a Nexus-related coordination to PMT, chaired by WFP.

⁶⁶ See list of KEQ and guiding inquiries for the CS exercise in Annex 3.

- To what extent were WFP and partners able to identify how the programme interacts with the context, negatively or positively, and adjust programming accordingly?
- To what extent were WFP and partners able to recognise risks contributing to tension and conflict, and address them, in addition to opportunities for contributing to peace, and maximise them?

12.4 Therefore, the line of inquiries explored whether the GFA design, implementation, and monitoring mainstreamed CS, and how.

12.5 **Boundaries of the case:** The exercise does not attempt to reconcile thinking from different schools of thoughts ranging from maximalists, minimalists, and the conflict-insensitive or “blind”, including those debating whether CS should consider the conflict root causes.⁶⁷ Nor does it attempt to attribute causality and evidence correlation between WFP GFA during 2017-2019 and the likelihood of decreased violence or enhanced peace in Sabha, the type of peace, and at what stage of the conflict these changes occurred. The Evaluation scope and other limitations make it challenging to address these points.⁶⁸ This Evaluation believes that food security can help to mitigate and address long-term drivers of the conflict, and that “if GFA is provided to people affected by crisis to respond quickly to their urgent food needs, then this will contribute to restoring stability and re-establishing a sense of normalcy among affected populations”.⁶⁹

12.6 **About Sabha:** The Nexus WG set 2 collective outcomes for Sabha by 2023 that require concerted efforts among United Nations agencies, IOs, local civil society, government, and donors.⁷⁰ Sabha enjoys a complex and diverse social fabric of 30 to 40 tribes, as well as many migrants and IDPs. The city is the largest urban setting in southwest Libya. Sabha has witnessed recurrent security incidents and violence since 2011, characterised by inter-communal tensions, historic grievances, inequality, regional exclusion, and marginalisation. The city tribes and local formal and informal governing structure mirrors national political rivalries and harbours proxy armed groups with loose affiliation to the GNA and LNA. The conflict in Sabha is compounded by power dynamics among groups benefiting from the illicit trafficking of humans, fuel, and weapons.⁷¹

⁶⁷ Goldwyn & Chigas (2013) Monitoring and Evaluating Conflict Sensitivity, Methodological Challenges and Practical Solutions, March 2013.

⁶⁸ Restrictions include the fact that Sabha and Libya overall are fast-changing environments with several interventions happening simultaneously and from different actors; peace outcomes such as trust and tolerance among the community are intangible results that require a different Evaluation approach; the fragility of the results at the time of the Evaluation; the lack of proper documentation to rely on; the complex and fluctuating drivers of conflict in Sabha; the various formal and informal actors involved; and the fact that IDPs are scattered and hard to reach within host communities.

⁶⁹ SIPRI (2019) The World Food Programme Contribution to Improving the Prospect for Peace, June 2019, p. 4. Assessed at: <https://docs.wfp.org/api/documents/49d56c806e7b4f5b833b3aa88825a4e4/download/>

⁷⁰ WFP Libya (2021) Sabha Nexus WG – Infographic, March 2021.

⁷¹ Several conflict analyses are available on Sabha, notably the “Sabha Peace and Conflict Analysis”, November 2020.

Case Study Main Findings:

- 12.7 On the Needs Assessment/ Context Analysis and Design:** The WFP team shaped its understanding of the conflict in Sabha based on existing internal and external forums, discussions, and resources. Needs assessment tools (such as MSNA, RRM) feature some elements of CS. However, between the period 2017-2019, there was no conflict assessment document which informed the LF, budget, capacity-building planning, staffing, or choice of partners.
- 12.8** WFP developed conflict assessments for Murzuq, Zuwara, and Sabha. WFP also developed a Sabha Peace and Conflict Analysis joint report in November 2020 with other partners which outlined threats and opportunities for peace.⁷² In 2020, WFP developed a Guiding Note on CS to enhance CS integration in WFP's resilience programme. Furthermore, WFP and partners coordinated with UNDSS, local communal structures, and authorities' security apparatuses to better understand security threats that affect the GFA distribution process.
- 12.9 On the Implementation:** WFP and partners CS practices were intuitive, they have long monitored the conflict dynamics and GFA's interaction with the broader context, considered risks and threats, and adjusted programming accordingly. The Evaluation identified several examples of these intuitive good practices, such as: addressing community perceptions and operational concerns related to CPs and the Mayor in Sabha when the LNA took over the city, taking mitigation measures during food distributions, and conducting due diligence to verify and triangulate information on beneficiary lists.
- 12.10** CS efforts in 2020 were accompanied with minimal capacity-building and awareness raising for staff. These efforts depended on internal human resources at the CO. In late 2019, WFP started exploring initiatives to maximise opportunities for peace within its resilience programme: one is with USIP in Awbari where a local market is being built to enhance social cohesion. Partners are discussing potential tools and methodologies to measure the initiative's impact on communities in the south. The second is a multi-dimensional youth and women's empowerment project in Sabha with UNFPA, UN Women, and their partners. The latter programme conducted an internally led CS exercise.⁷³
- 12.11** The Evaluation looked at the following specific areas during implementation:
- **Targeting:** despite WFP and CP efforts to verify lists, beneficiaries raised concerns over the means of verification, reasons for excluding some families, and overall ambiguity regarding selection criteria. Moreover, some stakeholders among local authorities and IOs working in Sabha challenged the

⁷² Partners include: Promeditation, Danish Demining Group, USIP, and WFP.

⁷³ Libya CS in Sabha, November 2019.

approach WFP and other humanitarian organisations use to define and categorise IDPs in Sabha, and the south overall. The Evaluation was not able to determine whether and how beneficiaries fall in the cracks of dividing lines in Sabha due to the lack of segregated data in this respect (see KEQ7). Generally, the tension between IDPs and host communities in Sabha is not due to GFA, rather to ad hoc discriminatory practices by the host communities, and to scarce resources. Additionally, some host community members resent international aid as they believe assistance is only provided in the south when population displacement occurs. Furthermore, the Evaluation was not able to verify assumptions and claims of exclusion committed by local authorities as part of the list formulation process. It is unclear to the Evaluation what measures were taken to overcome the de facto segregation of neighbourhoods in Sabha are, especially during more violent periods. Geospatial divisions affect humanitarian actors' abilities to reach people in need who may qualify for assistance but are in hard-to-reach areas or are unaware of the registration process and/or are uncomfortable flagging their eligibility for the programme. These tensions compounded with vagueness over the targeting process may lead to risks in GFA's implementation which will fluctuate depending on levels of violence and the broader political dynamics at the national level.

- **Supply chain:** WFP staff and partners handled cases of armed groups confiscating food baskets, and other forms of theft outside Sabha. With minimal losses to food supplies, WFP's agility, and its ability to navigate risks and negotiate with local formal and informal actors were instrumental in containing these risks. Security safety measures were also taken during food distributions at DPs. Staff were proactive about communicating delays which occurred due to COVID-19 restrictions. However, the Evaluation was not in a position to explore potential beneficiary sentiments of uneasiness around these security arrangements. Engaging on security related discussions was difficult over the phone. Furthermore, the Evaluation was unable to explore the impact of GFA on the war economy, i.e. could the fact that WFP Libya procures food from Turkey be an issue? Who could be benefitting from WFP Libya's procurement process? Is the process feeding directly or indirectly into illicit trafficking activities (for example when food baskets are resold)? Etc.
- **Relationship with community/ Feedback and accountability mechanism:** Sabha-based interviewees all expressed appreciation for WFP's work, its respectful treatment of beneficiaries, engagement with tribal leaders, and cooperation with local security committees during distribution. However, the selection process may not be perceived as totally transparent and fair towards all tribes and ethnicities, given the ambiguity around the beneficiary selection criteria, and lack of broader community participation in the assessment. Additionally, not all beneficiaries are aware of the complaint mechanism or the CP's identity. There was a strong demand to extend the distribution days to maximise the access of beneficiaries living in remote areas, or those affected by the security situation.

- **Relationship with partners:** WFP staff, who are well-versed in local conflict dynamics, are aware of the importance of monitoring perceptions towards CPs and addressing them. An example is WFP’s decision to diversify its CPs in Sabha when the LNA established territorial control over the city in 2019. Sabha hosts communities from a myriad of diverse tribal, ethnic, and political affiliations, as such, the expansion of CPs who can cater to beneficiaries of different backgrounds is key. The Evaluation acknowledges the difficulty of finding capable CPs who have both financial integrity and can reach a range of communities, particularly in the south. The Evaluation was not able to determine whether CP diversification was balanced across the conflict’s dividing lines and/or if the partners were able to overcome geospatial segregations.

- **Relationship with local authorities and governing bodies:** WFP has a productive relationship with formal and informal governing and communal structures in Sabha. This is showcased through local authorities’ feedback, as well as WFP’s proven ability to diffuse conflictual situations, i.e. security incidents when items were withheld, and overall ability to operate in both the western and eastern areas of the country. Building and maintaining relations with *de facto* or *de jure* local actors and understanding the fluidity of affiliation and loyalties when political dynamics change is labour-intensive and delicate to navigate. The Libyan context, coupled with a culture of weak governance, corruption, and frail capacity, makes it difficult to explore building inclusive governance of local authorities in Sabha—the latter being an important element of CS. However, assessing inclusive governance remains essential if WFP wishes to develop an exit strategy from its emergency response programming. It can also help alleviate the perceptions of those who view international funding as non-transparent and favouring some groups over others.

12.12 Monitoring: The ongoing monitoring of context is not necessarily the result of CS data monitoring tools or dedicated CS initiatives. It is more an intuitive practice by staff which includes discussions, forums, and rumour tracking through traditional media and social media. This led WFP to revisit certain assumptions and change its course of action at times, particularly concerning the security situation and the safety of staff and beneficiaries at distributions are concerned. TPM staff and their *modus operandi* also show great consideration to CS. For example, they ensure liaising back with beneficiaries when an issue arises and use their staff who were trained on conflict analysis as monitors to enhance their understanding of the situations. However, the Evaluation cannot come to any conclusion on the intended or unintended positive impact on peace/social cohesion, rather it can only comment on WFP and CP actions to avoid tension.

12.13 CS in DE: The Evaluation paid attention to CS throughout the entire Evaluation process, particularly under Evaluation criteria of Coherence, Reach and Access, and through the Sabha case on the NWoW. The data collectors did not encounter CS issues when reaching out to interviewees. Communication

with interviewees made sure to not raise expectations regarding the Evaluation outcomes.

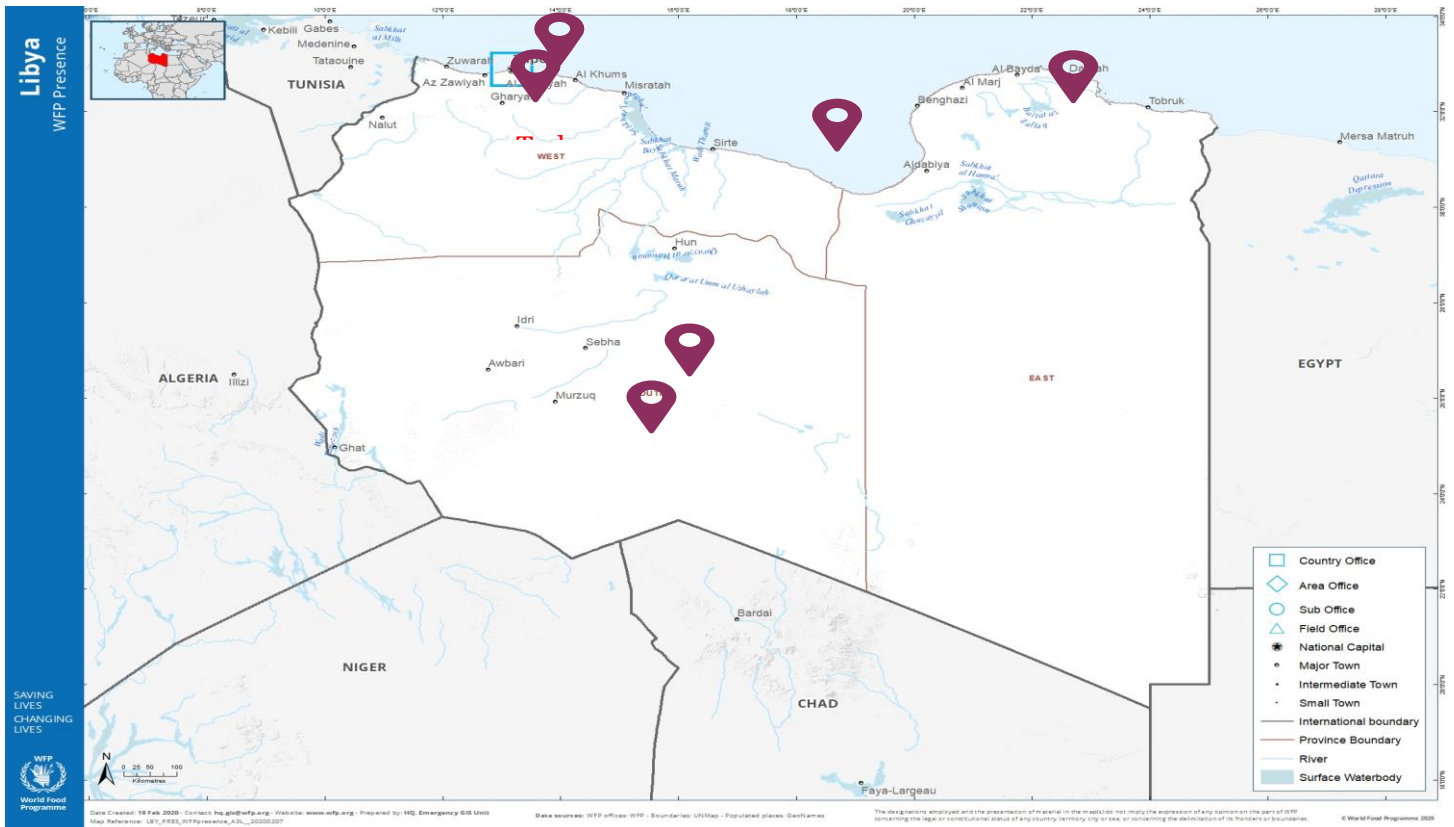
12.14 Exit Strategy: The Evaluation Team did not find a WFP exit strategy document that entails contextual factors conducive to exiting GFA, potential tense scenarios if an exit were to happen, and mitigation measures.

Summary and Considerations:

Applying CS in GFA has been an organic and intuitive practice employed by senior and junior staff and partners from 2017-2019. There is room to enhance WFP institutional capacity on CS, especially in proactively identifying opportunities to maximise peace, and analysing the nature of GFA's interaction with the community and context. However, CS should not be treated as task alongside the programme, otherwise it would become a burdensome process. Rather it should become an integrated and systematic way of thinking across the organisation. CS is a gray area and needs to be considered with contextual lenses. Hence, the added value of systematically integrating CS efforts into WFP programming is to reduce room for interpretation and provide frameworks to navigate complex situations with due diligence where inevitable trade-offs are made. Some recommendations that can help in this regard include:

1. Mainstream CS in assessment and monitoring tools so that data on how GFA is affecting beneficiaries and interacting with their wider communities can be captured in a systematic way, e.g., explore backgrounds and more characteristics about beneficiaries, linkages to power structures, perceptions, among others. These inquiries may be carried out informally through local partners.
2. Consider mainstreaming CS-related indicators in the GFA LF. CS indicators may also be linked more holistically with other WFP programming, FFT and other vocational training.
3. Develop a list of questions or a check list that alert staff and partners to red flag situations that require a further CS assessment or solicit conflict advisors' feedback on issues.
4. Consider a more engaging verbal communication strategy to mitigate perceptions of bias and ambiguity related to the beneficiary targeting process, and already existing tension between IDPs and HC that can be exacerbated by humanitarian assistance.
5. Build the capacity of local staff and partners on CS and mainstream knowledge and learning into annual workshops and meetings.
6. Explore, when possible, if and how the concept of "inclusive governance" may become an integral part of the programme.
7. Consider sharing summaries of findings with local communities and authorities who can be lobbied to address issues within their mandate, particularly database standardisation.
8. When determining any GFA exit strategy, it is imperative to include conflict and risk scenarios that could emerge, as well as mitigation measures. It is good practice to consider consulting with local communities.

Annex 11: Libya Map: Overview of Selected Locations, Subject of the Evaluation



- *Tripoli city centre*: and its surroundings that bear the burden of various conflicts, displacements, e.g. IDPs from Benghazi, Murzuq, and Tawergha, returnees, and refugees within and outside of the city. Tripoli seats the internationally recognised government, the GNA, and the relevant ministries

with which WFP interacts. WFP assisted a caseload of 2,900 migrants in detention centres in Tripoli.

- *Tarhouna*: located 65 km south-east of Tripoli city, it hosted several waves of IDPs from Tawergha and southern Tripoli. It witnessed heavy fighting between various militias, primarily Kaniyat against Tripoli Revolutionary Brigade and Nawasi Brigade.
- *Sirte*: occupying a central position in Libya, the city reflects Libya post 2011 social divides that are exacerbated by the fierce fighting between Misrata affiliated Bunyan Marsous forces and ISIL in 2016-2017, and the LNA's territorial control over the city in June 2020. WFP has been assisting IDPs and returnees to the city as of 2018. *Benghazi*: the largest city in the east and the second most populated, Benghazi is the stronghold of the LNA, who fought against Shura Council of Benghazi Revolutionary and ISIL between 2014-2017. Benghazi is a humanitarian hub and base for WFP coordination assistance efforts, and its port is key for WFP commodity transportation.
- *Sabha*: the capital and largest city of the Fezzan region, Sabha is the key route to and from Libya's southern neighbours in the Sahel. The city has witnessed cyclical violence resulting in population displacement within and from the city's outskirts, surroundings, and Awbari. Sabha has also received influxes of IDPs from neighbouring areas in the south, most recently Murzuq. The divided community in Sabha mirrors the broader political polarization within the country. Sabha also suffers from severe food shortages and inflation, resulting in a 'knock on' effect in surrounding communities. The city also serves as a major operational hub for several IOs and United Nations agencies. Sabha was also examined thoroughly as a CS Case Study.
- *Murzuq*: situated south of Sabha, was classified by IOM as among the top 10 cities witnessing displacement and return.⁷⁴ Murzuq hosts a diverse community, including the Tebu and Alahali, and is one of the governorates where the SFP is implemented.

Annex 12: Data Collection Tools/Methods

⁷⁴ IOM (2019) Displacement Tracking Matrix Round 27, Libya IDP and Returnee Report, August-October 2019. Accessed at: <https://reliefweb.int/sites/reliefweb.int/files/resources/Displacement%20Tracking%20Matrix%20%28DTM%29%20Libya%20IDP%20and%20Returnee%20Report%20-%20Mobility%20Tracking%20Round%2027%20-%20August%20-%20October%202019.pdf>.

These Interview guides present a wide array of guiding questions, the tools will be further refined with the data collectors and translated to Arabic to match the Libyan understanding.

Tool 1 - Interview Guide 1 -for implementers: WFP team, local implementing partners and TPM

Intro	Can you introduce yourself and explain your engagement with WFP?
Relevance	<ul style="list-style-type: none"> ▪ Based on your experience and knowledge, what are the most urgent food related needs in Libya? ▪ Can you elaborate which populations / groups /locations / are the most vulnerable and need GFA? ▪ how were the needs affected now in the wake of COVID-19? Who among population is mostly affected? ▪ How did WFP identify the needs for men, women, children, and vulnerable populations? ▪ Did these needs change over the course of time since 2016? What are the emerging needs? ▪ What are the factors that effected food needs of women, men, and children? Political, security, IDP, gender, protection? ▪ How does WFP monitor the needs and changes in food security conditions?
Access and reach	<ul style="list-style-type: none"> ▪ Can you describe the beneficiaries targeting and selection process? Please elaborate on the criteria, participating bodies, communication, triangulation mechanisms, outreach, partnerships, language? ▪ How was the targeting and selection process inclusive of vulnerable populations? Including women, physically challenged, elderly, vulnerable, unheard, and unseen communities, children, language, and ethnic minorities? ▪ What measures did the programme implement during targeting and distribution to ensure ‘do no harm’ safe, dignified access of various difficult to reach groups, including women, the elderly and physically challenged, minorities, and migrants? ▪ What strategies/protocols/mechanisms to mitigate risks, identity politics, geographic areas, tribal rivalries, and security incidents were there in place by WFP? Per area/population? ▪ What criteria were used to select local partners? ▪ Can you describe the distribution process? And the measures to ensure safe dignified operations: lanes for women and men, waiting times are manageable, staff is

	<p>respectful, safety measures are in place, feedback mechanisms are clear and communicated?</p> <ul style="list-style-type: none"> ▪ How could the COVID-19 pandemic affect criteria of selection (whom to include/exclude), any further restrictions on access? How and to whom? ▪ What mechanisms for AAP were implemented? Including men, women, children, vulnerable populations. Were they appropriate, accessible, and safe?
<p>Efficiency / Adequacy</p>	<ul style="list-style-type: none"> ▪ How many times (frequency) and when (timing) does the food distribution take place? ▪ How do families commute to the food distribution centres? And do families incur any cost because of the food distribution? E.g. communication, transportation? ▪ Are there any measures in place to address transportation /delivery to persons who have mobility restrictions? Or women? If so, how? ▪ What are the measures that GFA and SFP take to ensure distribution is safe and are PPE used during COVID-19? ▪ What do you think of the quantity distributed (enough for the duration / the amount consumed in full / Is there any waste or items that are not used? ▪ Are any changes in quantity of food basket required to meet COVID-19 circumstances? ▪ What do you think of the quality of the food provided? does it come in good condition? ▪ Do you think that the food fits the local taste, eating habits, and nutritional needs, including those of children and pregnant and lactating women? ▪ Are there any changes or amendment that you would made to the quantity or quality of the food distributed?
<p>Coherence</p>	<ul style="list-style-type: none"> ▪ How does the programme coordinate with and national Governments (east and west)? ▪ How does the programme coordinate with local authorities and local schools? ▪ Are there any other forms of coordination with other actors and power holders in communities e.g. tribes, groups, LCC, charity organisations? ▪ How does the programme communicate and coordinate with donors, United Nations agencies and other International actors to avoid duplication enhances complementarity, and harmonisation around plans, services, geographic spread, and population served? ▪ Is there other coordination needed to ensure routes, access, and safety? What are they? Where and with whom? Have these been impacted by COVID-19?

	<ul style="list-style-type: none"> ▪ To what extent and how do you think the GFA and SFP programme reflects elements of: <ul style="list-style-type: none"> ○ Social cohesion ○ HRP ○ UNSF ○ National policies regarding school health and education ○ Took into consideration the conflict sensitivities analysis
<p>AAP</p>	<ul style="list-style-type: none"> ▪ What feedback mechanisms and accountability measures are in place to ensure AAP, including women, elderly people, children, and people living with disabilities? Were they appropriate, accessible, and safe? ▪ How did the programme ensure safety and independence of selection process, distribution process, sites, and partners? ▪ How did the programme ensure gender equality and inclusion of women, elderly, and physically challenged? ▪ What measures the programme is undertaking to ensure that women have access, their voices are heard, and they have role in decisions made around food assistance? ▪ How did the programme ensure neutrality, impartiality and independence in their selection, and distribution? ▪ How did the programme address diversity in language and ethnic composition of beneficiaries? ▪ Have WFP conducted conflict assessment for the various areas of operation? ▪ How did the WFP ensure that GFA and SFP do not contribute to the conflict, and deal with conflict drivers, e.g. identity politics, regional, tribal rivalries, and security? ▪ Have the conflict dynamics exacerbated amid COVID-19? ▪ How did SFP and GFA contribute to prevent or mitigate any protection risks occurring for the affected population? ▪ How did WFP contributed to developing the capacities of local partners and national stakeholders on humanitarian principles, peace, CS, gender sensitivity, safety measures under COVID-19?
<p>Effectiveness Direct results</p>	<ul style="list-style-type: none"> ▪ To what extent the programme, GFA and SFP, responds to the needs of the targeted population? ▪ How did GFA and SFP improve access to basic food and other humanitarian needs of the most vulnerable IDPs, women, men and boys and girls?

	<ul style="list-style-type: none"> ▪ How did SFP and GFA contribute to strengthening systems and capacities of local and national partners to increased access to food and food security by women, men, boys, and girls? and additional capacities needed to deal with COVID-19? ▪ How did SFP contribute to an increase in school attendance of boys and girls, and decrease in short-term hunger of boys and girls ▪ What challenges and risks faced the programmes, and what mitigation measures did the programme plan and implement? Are there any specific COVID-19 mitigation plans? Were there any specific risks for women/ girls?
Sustainability	<ul style="list-style-type: none"> ▪ To what extent the programme planned / integrated some of the following into WFP interventions: <ul style="list-style-type: none"> i. Livelihoods ii. Building institutional capacities of MoSA and MoE? iii. Maximising partnerships iv. Elements of stability and social cohesion v. Exit strategies during COVID-19 and aftermath ▪ What is the potential to scale up / phase out / spin-off of GFA and SFP to national stakeholders? And what prospects are there to sustain the interventions within the COVID-19 situation. ▪ What good practices and lessons learned can be learned that can be capitalised and applied to the future phase and similar future projects? Any specifics for women?

Tool 2 - Interview Guide 2

Stakeholders: United Nations agencies (UNFPA, IOM, UNHCR, UNICEF), United Nations clusters and working groups (3) International NGOs, (4) Donors, (5) Ministries, and Local Authorities

Intro	Can you introduce yourself and explain your engagement with WFP?
Relevance	<ul style="list-style-type: none"> ▪ Based on your experience and knowledge, what are the most urgent food related needs in Libya? ▪ Can you elaborate which populations / groups /locations / are the most vulnerable and need GFA? ▪ How were the needs affected now in the wake of COVID-19? Who among population is mostly affected?

	<ul style="list-style-type: none"> ▪ Did these needs change over the course of time since 2016? Why and how? ▪ Can you elaborate about the eating habits of school children in south Libya? (SFP) ▪ What types of food school children usually eat? (SFP) ▪ How many meals they eat per day? (SFP)
Access and reach	<ul style="list-style-type: none"> ▪ Are you aware of the beneficiaries targeting and selection process? If so, can you elaborate on the criteria, participating bodies, communication, triangulation mechanisms, outreach, partnerships, language? ▪ How was the targeting and selection process inclusive of vulnerable populations and cause no harm? Including women, physically challenged, elderly, vulnerable, unheard, and unseen communities, children, language, and ethnic minorities? ▪ What risks, identity politics, geographic areas, tribal rivalries, and security incidents can pause challenges to access and reach? ▪ Are you aware of the distribution process? Can you describe it, what measures are there ensure safe dignified operations? ▪ How could the recent COVID-19 pandemic affect selection (whom to include/exclude), any further restrictions on access? How and to whom?
Efficiency / Adequacy	<ul style="list-style-type: none"> ▪ How many times (frequency) and when (timing) does the food distribution take place? ▪ How do families commute to the food distribution centres? And do families incur any cost because of the food distribution? E.g. communication, transportation? ▪ Are any changes in quantity of food basket required to meet COVID-19 circumstances? ▪ What do you think of the quality of the food provided? does it fit the local taste, eating habits, and nutritional needs, including those of children and pregnant and lactating women?
Coherence	<ul style="list-style-type: none"> ▪ How does the programme coordinate with and national Governments (east and west)? ▪ How does the programme coordinate with local authorities and local schools? ▪ Are there any other forms of coordination with other actors and power holders in communities, e.g. tribes, groups, LCC, charity organisations? ▪ How does the programme communicate and coordinate with donors, United Nations agencies and other international actors to avoid duplication enhances complementarity, and harmonisation around plans, services, geographic spread, and population served?

	<ul style="list-style-type: none"> ▪ Is there other coordination needed to ensure routes, access, and safety? What are they? Where and with whom? Have these been impacted by COVID-19? ▪ To what extent and How do you think the GFA and SFP programme reflects elements of: <ul style="list-style-type: none"> ○ Social cohesion ○ HRP ○ UNSF ○ National policies regarding school health and education ○ Took into consideration CS analysis
<p>AAP</p>	<ul style="list-style-type: none"> ▪ What feedback mechanisms and accountability measures are in place to ensure the AAP including women, elderly people, children, and people living with disabilities? Were they appropriate, accessible, and safe? ▪ How did the programme ensure safety and independence of selection process, distribution process, sites, and partners? ▪ How did the programme ensure gender equality and inclusion of women, elderly, and physically challenged? ▪ What measures the programme is undertaking to ensure that women have access, their voices are heard, and they have role in decisions made around food assistance? ▪ How did the programme ensure neutrality, impartiality and independence in their selection, and distribution? ▪ How did the programme address diversity in language and ethnic composition of beneficiaries? ▪ What measures WFP took to deal with conflict drivers, e.g. identity politics, regional, tribal rivalries, and security? ▪ How did SFP and GFA contribute to prevent or mitigate any protection risks occurring for the affected population? ▪ Have the conflict dynamics exacerbated amid COVID-19? ▪ How did WFP contributed to developing the capacities of local partners and national stakeholders on humanitarian principles, peace, CS, gender sensitivity, safety measures under COVID-19?
<p>Effectiveness Direct results</p>	<ul style="list-style-type: none"> ▪ To what extent the programme (GFA/SFP) responds to the needs of the targeted population? ▪ How did GFA/SFP improve access to basic food and other humanitarian needs of the most vulnerable IDPs, women, men and boys and girls? ▪ How did SFP and GFA contribute to strengthening systems and capacities of local and national partners to increased access to food and food security by women,

	<p>men, boys, and girls? And additional capacities needed to deal with COVID-19?</p> <ul style="list-style-type: none"> ▪ How did SFP contribute to an increase in school attendance of boys and girls, and decrease in short-term hunger of boys and girls ▪ How did SFP and GFA contribute to prevent or mitigate any protection risks occurring for the affected population? ▪ What challenges and risks faced the programmes, and what mitigation measures did the programme plan and implement? ▪ Are there any specific COVID-19 mitigation plans? Were there any specific risks for women/ girls?
Sustainability	<ul style="list-style-type: none"> ▪ To what extent the programme planned / implemented some of the following: <ul style="list-style-type: none"> vi. Livelihoods vii. Building institutional capacities of MoSA and MoE? viii. Maximising partnerships ix. Elements of stability and social cohesion x. Exit strategies during COVID-19 and aftermath ▪ What is the potential to scale up / phase out / spin-off of GFA and SFP to national stakeholders? And what prospects are there to sustain the interventions within the COVID-19 situation.

Tool 3 - Interview Guide 3 – Beneficiaries and Schools

Intro	<ul style="list-style-type: none"> ▪ Can you introduce yourself ▪ Are you aware of WFP GFA programme? (if SFP stakeholders then use SFP programme) ▪ Since when you receive GFA and SFP from WFP?
Relevance: Context / Needs	<ul style="list-style-type: none"> ▪ Based on your experience and knowledge, what are the most urgent food related needs in Libya? ▪ Can you tell me which populations / groups /locations / need GFA most? ▪ How were the needs affected now in the wake of COVID-19? Who among population is mostly affected?

	<ul style="list-style-type: none"> ▪ Did these needs change over the course of time since 2016? Why and how? ▪ Can you elaborate about the eating habits of school children in south Libya? (SFP) ▪ What types of food school children usually eat? (SFP) ▪ How many meals they eat per day? (SFP) ▪ Do you think WFP's assistance has contributed to addressing this need?
<p>Targeting and selection process</p>	<ul style="list-style-type: none"> ▪ Can you tell me about the process when you are selected? Who were the participating bodies, communication, outreach, partnerships, language? ▪ How did you know about the process? ▪ Are there any changes or amendment that you would make to the process? ▪ To what extent you think that the selection / targeting process was transparent, and leave no one behind ▪ Were there any factors, risks, conflicts, regional, tribal rivalries, and security incidents that prevented some people from receiving assistance? ▪ Are there any geographic areas were off reach for WFP and for what reasons? ▪ Are there any groups that you think should be reached? ▪ How was the targeting and selection process inclusive of vulnerable, including women, physically challenged, elderly, vulnerable, unheard, and unseen communities, children, language, and ethnic minorities? ▪ What risks, identity politics, geographic areas, tribal rivalries, and security incidents can pause challenges to access and reach? ▪ How could the recent COVID-19 pandemic affect selection (whom to include/exclude)?
<p>Distribution process</p>	<ul style="list-style-type: none"> ▪ Can you describe the distribution process? ▪ How many times (frequency) and when (timing) does the food distribution take place? ▪ How do families commute to the food distribution centres? ▪ Do you or your family incur any cost because of the food distribution? E.g. communication, transportation? ▪ Are there any measures in place to address transportation /delivery to persons who have mobility restrictions? If so, how?

	<ul style="list-style-type: none"> ▪ What measures are in place to ensure women, elderly, and physically challenged are included and have access? ▪ Was the distribution respectful and dignified: lanes for women and men, waiting times are manageable, staff is respectful, safety measures are in place, feedback mechanisms are clear and communicated? ▪ Did the assistance cause any tension with the community or between certain groups? ▪ Are any changes in quantity of food basket required to meet COVID-19 circumstances?
<p>Effectiveness</p>	<ul style="list-style-type: none"> ▪ To what extent the programme, GFA and SFP, responds to the needs of the targeted population? ▪ How did GFA and SFP improve access to basic food and other humanitarian needs of the most vulnerable IDPs, women, men and boys and girls? ▪ How did SFP and GFA contribute to strengthening systems and capacities of local and national partners to increased access to food and food security by women, men, boys, and girls? and additional capacities needed to deal with COVID-19? ▪ How did SFP contribute to an increase in school attendance of boys and girls, and decrease in short-term hunger of boys and girls ▪ What challenges and risks faced the programmes, and what mitigation measures did the programme plan and implement? Are there any specific COVID-19 mitigation plans? Were there any specific risks for women/ girls?
<p>Perceptions feedback /</p>	<ul style="list-style-type: none"> ▪ Was the quantity of food enough for the duration, can be fulfilling for the period it is covering? ▪ Is the amount consumed in full? ▪ Is there any waste? ▪ Are there items that you did not make use of? ▪ What is your opinion about the quality of the food provided? ▪ Does it come in good condition? ▪ Does it match the Libyan taste and eating habits? ▪ Does it fit nutritional needs, including those of children and pregnant and lactating women? ▪ Are there any changes or amendment that you would made to the quantity or quality?

	<ul style="list-style-type: none"> ▪ To what extent do you think the GFA programme was able to deliver basic food to your family and other families in your conditions ▪ What are the perceptions of people with respect to the safety and independence of distribution sites and partners? ▪ Did SFP bars address nutritional needs of students? ▪ What was the reaction / opinion of children regarding the date bars? ▪ What was the reaction / opinion of the parents regarding the date bars? ▪ Do recipients perceive the distribution sites as Accessible? Affordable? ▪ Do recipients perceive the distribution process as easy and simple ▪ To what extent do you think SFP helped keep the children full during the school day ▪ To what extent do you think the SFP contributed to an Increase in school attendance of boys and girls? ▪ Can you elaborate about the eating habits of school children (girls and boys) in south Libya? ▪ What are the changes due to COVID-19? ▪ What types of food school children usually eat? ▪ How many meals they eat per day?
<p>AAP</p>	<ul style="list-style-type: none"> ▪ What feedback mechanisms are in place? And have you used it? ▪ How does WFP / partner deal with feedback? ▪ What measures the programme is undertaking to ensure that women have access, their voices are heard, and they have role in decisions made around food assistance? ▪ How did the programme ensure neutrality, impartiality and independence in their selection, and distribution? ▪ How did the programme address diversity in language and ethnic composition of beneficiaries? ▪ What measures WFP took to deal with conflict drivers, e.g. identity politics, regional, tribal rivalries, and security? ▪ What are the mitigation measures in place to deal with the tensions and local problems situations as they effect WFP operations?

	<ul style="list-style-type: none"> ▪ Are there any other tensions, problems that were caused by WFP intervention? ▪ Have the conflict dynamics exacerbated amid COVID-19?
Lessons Learned and recommendations	<ul style="list-style-type: none"> ▪ What recommendations would you suggest to the programme? ▪ What amendments to the programme should be introduced and why?

Tool 4 - Interview Guide 4 – Non-Beneficiaries

Intro	<ul style="list-style-type: none"> ▪ Can you introduce yourself ▪ Are you aware of WFP GFA programme? ▪ Can you explain in your own words what does GFA do? ▪ Do you know of anyone who is benefiting from this assistance?
Relevance: Context / Needs	<ul style="list-style-type: none"> ▪ Based on your experience and knowledge, what are the most urgent food related needs in Libya? ▪ Can you tell me which populations/ groups/ locations/ need GFA most? ▪ How were the needs affected now in the wake of COVID-19? Who among population is mostly affected? ▪ Did these needs change over the course of time since 2016? Why and how? ▪ Can you elaborate about the eating habits of IDPs/ refugees/ returnees? ▪ Do you think WFP's assistance has contributed to addressing this need?
Targeting and selection process	<ul style="list-style-type: none"> ▪ What do you know about the selection process? ▪ What is your impression about the process? ▪ How did you know about the process? ▪ Are there any changes or amendment that you would make to the process? ▪ To what extent you think that the selection / targeting process was transparent, and leave no one behind ▪ Were there any factors, risks, conflicts, regional, tribal rivalries, and security incidents that prevented some people from receiving assistance?

	<ul style="list-style-type: none"> ▪ Are there any geographic areas were off reach for WFP and for what reasons? ▪ Are there any groups that you think should be reached? ▪ How was the targeting and selection process inclusive of vulnerable, including women, physically challenged, elderly, vulnerable, unheard, and unseen communities, children, language, and ethnic minorities? ▪ What risks, identity politics, geographic areas, tribal rivalries, and security incidents can pause challenges to access and reach? ▪ How could the recent COVID-19 pandemic affect selection (whom to include/exclude)?
Distribution process	<ul style="list-style-type: none"> ▪ Can you describe the distribution process? ▪ What measures are in place to ensure women, elderly, and physically challenged are included and have access?
Effectiveness	<ul style="list-style-type: none"> ▪ To what extent the programme, GFA and SFP, responds to the needs of the targeted population? ▪ How did GFA and SFP improve access to basic food and other humanitarian needs of the most vulnerable IDPs, women, men and boys and girls? ▪ How did SFP and GFA contribute to strengthening systems and capacities of local and national partners to increased access to food and food security by women, men, boys, and girls? and additional capacities needed to deal with COVID-19? ▪ What challenges and risks faced the programmes, and what mitigation measures did the programme plan and implement? Are there any specific COVID-19 mitigation plans? Were there any specific risks for women/ girls?
Perceptions feedback /	<ul style="list-style-type: none"> ▪ What are the perceptions of people with respect to the safety and independence of distribution sites and partners? ▪ Did the assistance cause any tension with the community or between certain groups? ▪ Are there certain groups who benefited more? Who? ▪ Do you think that the local hosting community also need GFA? Or what other forms of assistance?
AAP	<ul style="list-style-type: none"> ▪ What measures the programme is undertaking to ensure that women have access, their voices are heard, and they have role in decisions made around food assistance? ▪ How did the programme ensure neutrality, impartiality and independence in their selection, and distribution? ▪ How did the programme address diversity in language and ethnic composition of beneficiaries?

	<ul style="list-style-type: none"> ▪ What measures WFP took to deal with conflict, e.g. identity politics, regional, tribal rivalries, and security? ▪ What are the mitigation measures in place to deal with the tensions and local problems situations as they effect WFP operations? ▪ Are there any other tensions, problems that were caused by WFP intervention? ▪ Have the conflict dynamics exacerbated amid COVID-19?
<p>Lessons Learned and recommendations</p>	<ul style="list-style-type: none"> ▪ What recommendations would you suggest to the programme? ▪ What amendments to the programme should be introduced and why?

Acronyms

AAP	Accountability to Affected Populations
AICS	Italian Agency for Development Cooperation
AKS	Ayadi Al Khair Society
CBT	Cash-Based Transfer
CEDAW	Convention for Elimination of Discrimination Against Women
CERF	Central Emergency Response Fund
CFM	Common Feedback Mechanism
CO	Country Office
COVID-19	Coronavirus
CP	Cooperating Partners
CS	Conflict Sensitivity
CSC	Civil Society Commission
DAC	Development Assistance Committee
DP	Distribution Points
DE	Decentralised Evaluation
DTM	Displacement Tracking Matrix
EB	Executive Bureau
EMOP	Emergency Operation
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FFT	Food Assistance for Training
GAM	Gender and Age Marker
GDP	Gross Domestic Product
GEEW	Gender Equality and Women's Empowerment
GFA	General Food Assistance
GNA	Government of National Accord
GTP	Gender Transformation Programme
HH	Household
HNO	Humanitarian Needs Overview
HQ	Headquarters
HRP	Humanitarian Response Plan
ICSP	Interim Country Strategic Plan
INGO	International Non-Governmental Organisation
ID	Identification
IDP	Internally Displaced Persons
IO	International Organisation
IOM	International Organisation for Migration
KEQ	Key Evaluation Question
LCC	Local Crisis Committee
LF	Logical Framework
LibAid	Libyan Humanitarian Relief Agency
LNA	Libyan National Army
LPA	Libyan Political Agreement
LRC	Libyan Red Crescent

LYD	Libyan Dinars
M&E	Monitoring and Evaluation
MoE	Ministry of Education
MoH	Ministry of Health
MoSA	Ministry of Social Affairs
MSNA	Multi-Sector Needs Assessment
MT	Metric Tons
MVA	Mobile Vulnerability Assessment
NFR	Notes for the Record
NGO	Non-Governmental Organisation
NWoW	New Way of Working
OCHA	Office for the Coordination of Humanitarian Affairs
OEV	Office of Evaluation
PDM	Post-Distribution Monitoring
PIN	Personal Identification Number
PMT	Programme Management Team
PPE	Personal Protective Equipment
QNA	Quick Needs Assessment
RB	Regional Bureau
RFSA	Rapid Food Security Assessment
SAAD	Sex and Age Disaggregated Data
SDG	Sustainable Development Goals
SFP	School Feeding Programme
SIPRI	Stockholm International Peace Research Institute
SMS	Short Message Service
SOP	Standard Operating Procedure
SPR	Standard Project Report
STACO	Sheikh Taher Azzawi Charity Organisation
ToC	Theory of Change
TOR	Terms of Reference
TPM	Third Party Monitoring
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Safety and Security
UNHAS	United Nations Humanitarian Air Service
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
UNSF	United Nations Strategic Framework
USAID	United States Agency for International Development
USIP	United States Institute of Peace
RRM	Rapid Response Mechanism
VAM	Vulnerability Assessment & Mapping

WASH Water, Sanitation, and Hygiene
WFP World Food Programme
WG Working Group

World Food Programme Libya Office

<https://www.wfp.org/countries/libya>

