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Evaluation of WFP's Livelihoods and School Feeding Activities in Libya 2019-2024

Decentralized Evaluation Report
Libya Country Office

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Executive summary

Evaluation Type, Period and Commissioning Office

1. This report presents the findings of the Decentralized Evaluation (DE) of the World Food Programme's (WFP) Livelihoods and School Feeding Activities in Libya from 2019 to 2024. The evaluation was commissioned by WFP Libya Country Office (CO) and managed under the oversight of the Regional Evaluation Unit in Cairo, with quality assurance provided through WFP's Decentralized Evaluation Quality Assurance System (DEQAS).
2. The evaluation covers two strategic planning periods: the Interim Country Strategic Plan (ICSP) 2019–2022 and the Country Strategic Plan (CSP) 2023–2025. It focuses on two major activities:
 - **Activity 2:** Livelihoods support through vocational training, asset creation, and small business development.
 - **Activity 3:** School Feeding to promote nutrition and educational access, using both emergency and resilience-based approaches.
3. The CSP 2023–2025 was informed by national development priorities and the United Nations Sustainable Development Cooperation Framework (UNSDCF), which helped shape the strategic shift towards resilience-focused interventions such as livelihoods and school feeding.
4. The evaluation was implemented from August 2024 to March 2025 by Salasan Consulting Inc. with fieldwork conducted in Libya in January–February 2025, including visits to Tripoli, Sebha, Derna, and Benghazi.

Evaluation Purpose and Objectives

5. The purpose of the evaluation was twofold: to provide accountability for the use of resources and achievement of results; and to generate learning for future program design and strategic planning. As WFP's Libya operations transition toward a reduced presence and greater reliance on national ownership, the evaluation was also designed to inform the handover process. The objectives were to assess the relevance, effectiveness, efficiency, coherence, and sustainability of WFP's livelihoods and school feeding activities in Libya; to examine the integration of gender, equity and inclusion; and to develop actionable recommendations to guide future interventions and partnerships. The intended users are primarily the Country Office, the relevant Ministries in Libya and WFP Cooperating Partners, but the report also contains knowledge applicable to similar activities conducted in fragile countries.

Context

6. Libya is an upper-middle-income country experiencing complex political, social, and economic fragility. Since the 2011 uprising and ensuing civil war, governance has been fragmented between competing administrations in the east and west. This has significantly eroded state institutions and created regional disparities in access to services.
7. The economy, dependent on oil, has seen inconsistent recovery. The country imports about 90 percent of its food, making it highly vulnerable to global supply chain disruptions and price increases. Food inflation, food price volatility, and high unemployment (estimated at 19.6 percent in 2022) have eroded household purchasing power. The COVID-19 pandemic deepened these vulnerabilities by disrupting livelihoods, food supply chains, and education systems.
8. Food insecurity remains a widespread concern: in 2024, In 2021, 1.3 million people were in need of humanitarian assistance, with 700,000 requiring direct food aid and 324,000 severely food insecure. The country imports about 90 percent of its food. School attendance declined to 68.4 percent between 2020 and 2022 due to conflict and the pandemic, with over 316,000 school-aged children.
9. Institutional capacity in social protection, education, and agriculture remains weak. WFP operates within this vacuum, often substituting for missing national systems. The September 2023 floods in Derna further exacerbated humanitarian needs and disrupted infrastructure.

Main Features of the Subject Being Evaluated

10. The subject of the evaluation includes WFP's two primary resilience-building activities in Libya between 2019 and 2024. Activity 2 provided livelihoods support across Libya through vocational training, food or cash-for-training, and small-scale agricultural and market-oriented interventions. Activity 3 focused on school feeding interventions, evolving from emergency support through date bar distributions to home-grown and centrally prepared meals delivered through local kitchens. Both activities were intended to be linked through the "Made in Libya" initiative, an integrated strategy to connect people to markets and consumers, as well as providers and farmers through food production and transformation in schools and other public institutions.

11. The resources raised and used were the following:

Year	Needs Based Plan (NBP), USD	Resources (USD)	Expenditures (USD)	Percentage of resources from NBP (USD)	Percentage, Expenditures of Resources, percent
2019	1,624,081	911,739	161,938	56.1	17.8
2020	2,546,931	791,845	906,487	31.1	114.5
2021	2,400,523	4,596,623	1,936,674	191.5	42.1
2022	10,213,181	1,731,658	2,951,047	17.0	17.4
2023	12,314,241	1,266,052	1,743,540	10.3	137.7

Source: Finance Team, CO Libya

12. WFP targeted communities in eastern, western, and southern Libya with a focus on gaps in social protection and vulnerable small businesses and small holder farmers. However, the full implementation of these programs was constrained by significant underfunding, fluctuating access conditions, and political sensitivities. Across both activities, WFP aimed to move from lifesaving to life-changing programming and to support national institutions in taking ownership of core services such as education, food security, and social protection.

Intended Users and Audience

13. The evaluation is intended primarily for internal WFP stakeholders, including the Libya Country Office, the Regional Bureau in Cairo, and relevant units at WFP headquarters. It is also directed at national and local government partners, donors, cooperating partners, and other United Nations agencies working in Libya. By assessing the performance and challenges of these interventions, the evaluation contributes to broader organizational learning, especially in fragile contexts undergoing strategic transitions and facing complex operational constraints.

Methodology

14. The evaluation was guided by six key evaluation questions relating to relevance, effectiveness, efficiency, coherence, sustainability, and equity. The design was informed by a theory-based framework and involved the reconstruction of a Theory of Change for each activity. Data was collected through a secondary document review, in addition to a case-based set of semi-structured interviews, focus group discussions, and direct field observations. This allowed for a good representation of the populations assisted by WFP over the period, as well as optimizing access to the people met, in conditions of trust. Over 150 documents were reviewed, including Annual Country Reports, partner reports, financial records, and strategic planning documents. The limitations were primarily caused by a lack detailed secondary information caused by limited documentation and difficulties in its retrieval in the challenging context of Libya.

15. Field data collection was conducted in four case study locations—Tripoli & Tawergha (treated as one), Benghazi, Derna, and Sebha - selected for their diversity in geographic location, implementation modalities, and political environments. These case studies provided detailed insights into the local effects of WFP interventions and the variation in implementation across regions. They were particularly effective in

triangulating evidence from national-level sources with ground-level realities.

16. The evaluation team also interviewed over 60 stakeholders, including WFP staff, cooperating partners, government officials, donors, teachers, beneficiaries, and community leaders. Ethical standards were upheld throughout the process, including informed consent, confidentiality, and cultural sensitivity. Limitations included restrictions on travel in conflict-affected areas, the unavailability of disaggregated outcome data in some cases, and short-notice changes to access and scheduling due to the volatile operating context.

Key Findings

17. The evaluation found that WFP's activities were relevant to Libya's evolving needs and responded to critical service gaps in the absence of strong national systems. Program design was generally well-aligned with Libya's broader development challenges, including food insecurity, education access, unemployment, and regional disparities. WFP demonstrated adaptability by shifting delivery modalities based on access, funding, and beneficiary feedback. However, targeting was limited and sometimes compromised due to practical constraints and national policy alignment - particularly in education

18. In terms of effectiveness, the livelihoods component showed promising short-term results. Food Assistance for Training (FFT) and Cash for Training (CFT) models were implemented effectively by Cooperating Partners such as Kafaa and Asarya.¹ Reports revealed that 94 percent attended the full training and between 50 percent and 70 percent of participants gained employment or started businesses. Women and youth were especially well-targeted through home-based enterprises such as catering and sewing. Conversely, initiatives such as hydroponics and market construction faced setbacks due to poor site selection, limited community buy-in, and coordination challenges with local authorities.

19. School feeding showed mixed results. The Central Kitchen model created jobs and improved student attendance in targeted schools, but it encountered operational problems. These included inadequate food storage, limited menu diversity, and concerns over the quality and cultural appropriateness of meals. In some cases, schools were targeted based on logistical convenience rather than vulnerability criteria. Nonetheless, school enrolment rates for girls in eastern Libya increased by 10 percent in 2023, and school dropout rates declined significantly in the South during earlier implementation years. WFP's rapid switch to take-home rations during the COVID-19 pandemic was positively received and helped maintain nutritional support.

20. Gender and inclusion were stronger in livelihoods than in school feeding. FFT and CFT courses were adapted to local norms, allowing women to participate meaningfully despite cultural restrictions. Women were also supported through entrepreneurship grants and training. However, people with disabilities and other marginalized groups were only intermittently included, and few interventions systematically addressed their needs. School feeding monitoring data rarely captured information on disability; inclusive menu design was not a core consideration.

21. Efficiency was hampered by volatile funding, bureaucratic delays, and short program cycles. Cooperating partners often received funding and start-up approvals with insufficient lead time, resulting in hurried implementation. Activities were sometimes launched during unsuitable periods, such as during Ramadan, which disrupted planning and limited impact. Resource allocation was not systematically assessed for cost-efficiency. In some cases, more expensive procurement options—such as large-scale catering—were selected over more sustainable or localized alternatives.

22. Sustainability remains a critical weakness. While WFP provided capacity-strengthening support to ministries, there was no national strategy for school feeding developed, nor was there meaningful progress toward institutionalizing resilience programming. The Made in Libya initiative was envisioned as an

¹¹ Asarya was previously a private consultancy company but changed its profile in order to apply for the tender for the Central Kitchen.

integrated approach linking local agricultural production to school feeding supply chains. However, the expected linkages were never fully realized, and rehabilitated assets such as bakeries in Derna were not ultimately used for school meals. As WFP begins scaling back its Libya footprint, the absence of handover frameworks or transitional funding strategies risks undermining the progress made during the evaluation period.

Conclusions

23. WFP's livelihoods and school feeding activities in Libya responded to clear needs and achieved important, if localized, impacts. The organization demonstrated operational agility and a strong commitment to inclusion, gender sensitivity, and conflict-sensitive programming. Livelihoods support led to measurable improvements in economic participation for youth and women, while school feeding contributed to improved attendance and child nutrition in targeted areas.

24. Several structural issues limited the broader transformative potential of the interventions. These included weak institutional partnerships, limited national buy-in, poor data systems for tracking outcomes, and fragmented delivery due to chronic underfunding and contextual volatility. The anticipated synergies between livelihoods and school feeding (especially under the Made in Libya umbrella) were only partially achieved.

25. The evaluation concludes that WFP's Libya operations played a crucial role in sustaining vulnerable communities and supporting local recovery. Yet, the limited progress on policy engagement and sustainability planning raises concerns about the durability of these gains post-2024.

Lessons Learned

26. Broader learning was identified, which could be applicable to other WFP operations:

- WFP's operational presence and reputation are critical enablers in fragile and conflict-affected states.
- Resilience-oriented programming works best when it incorporates sustainability planning from inception.
- Data-driven targeting is essential to maximize equity and effectiveness.
- Private sector engagement offers great potential for sustaining programming in resource-constrained contexts.
- Peer-country learning can help shape transition models that blend service delivery with system strengthening.

Recommendations

27. **Strengthen strategic coherence and anchor interventions in geographic and institutional hubs:** economies of scale should be ensured through a limited number of priority areas where operational partnerships and institutional relationships are strong, engaging Cooperating Partners (CPs) more closely engaged in activity and design and monitoring.

28. **Develop early frameworks for transition and handover:** WFP should integrate a transition and sustainability framework into future resilience-oriented programming. This includes defining minimum conditions for launch and handover, identifying value where conditionality (e.g., co-funding or in-kind contributions) can be used to build ownership.

29. **Engage new funding and policy allies:** WFP should diversify its partnerships, including Corporate Social Responsibility (CSR) investments (e.g., oil and gas sector), foundations and philanthropic channels. Clear safeguards and points of contact should be identified, and increased public visibility and advocacy efforts could elevate strategic value and open policy dialogue channels with ministries and peer agencies.

30. **Improve Targeting and Contextual Analysis:** Enhance the use of detailed mapping, gender-disaggregated data, and market functionality assessments to inform geographic and beneficiary targeting. Engage cooperating partners earlier in the planning process to improve relevance and localization.

31. **Re-design the Made in Libya model in case WFP decides to deepen school feeding-livelihoods linkages:** WFP should pilot farmer-to-kitchen procurement models based on a parent-teacher links,

cooperative or group-based models to overcome scale and delivery challenges, and the inclusion of gender-sensitive business planning and market access strategies.

32. **Expand outcome monitoring and community feedback systems:** WFP should invest in tools and systems that go beyond tracking distribution outputs by mapping of the actors involved, grouping of beneficiary groups within a priority list, using clear visual mapping to enhance consultation with beneficiaries in the area. It should include the expenditure handled by the CPs and the local partners, as well as their planning and handover needs and community satisfaction.

1. Introduction

1. This Evaluation Report presents the findings for the Decentralized Evaluation (DE) of the World Food Programme (WFP) Livelihoods and School Feeding Activities in Libya from 2019 to 2024. It has been prepared by Salasan Consulting Inc. in line with the Terms of Reference (ToR) contained in annex 1, documents shared by WFP, WFP's Decentralized Evaluation Quality Assurance System (DEQAS) and UNEG guidelines. It is based on semi-structured interviews, focus group discussions and workshops conducted with WFP program and management, implementing partners, government representatives, as well as four case study visits to activity sites which enabled the collection of primary data.

1.1. Evaluation features

2. WFP's Libya Country Office (CO) commissioned this DE to explore the performance of school feeding and livelihoods activities, with the aim of building sustainable food systems. The evaluation covers the Interim CSP for the period 2019–2022, and the 2023–2025 CSP. The objectives of the two activities were the following:

- Activity number 2 was to “Provide livelihoods opportunities and training to targeted vulnerable people and communities in a conflict-sensitive manner”. It was implemented across all regions of Libya.
- Activity number 3 was to “Support the Government in its efforts to enhance the national school meals program through home-grown school feeding and an integrated package of health and nutrition services”. It was mainly implemented in the Eastern and Western parts of Libya.

3. The evaluation was commissioned in June and began in August 2024,² and data collection took place from December 2024 to February 2025. The actual field work inside Libya took place from December 2024 to February 2025, including visits to Sebha (December 2024), Tripoli and Tawergha (January 2025) and Benghazi and Derna (February 2025) for a total of 60 person-days. The original plan was to conclude the visits in November 2024, but delays occurred due to visa processing, and subsequent clearances required for visits to the eastern regions (Benghazi and Derna). The collection of data continued into April, due to difficulties in reaching staff. The data collection took place at a time when most interventions under the two activities were scheduled to end - with the exception of Activity 3 in Derna, which continued until June 2025. The evaluation team was led by Mr. Emery Brusset, supported by two senior evaluation consultants, Ms. Pernille Nagel Sørensen, and Ms. Souad Akathy Alamine. The three conducted country visits. Two food security specialists helped with the Inception Phase desk-based analysis: Ms. Andrea Dückting, and Ms. Leona Keyl.

4. This DE of WFP's livelihoods and school feeding activities in Libya is being commissioned at a pivotal moment marked by both internal organizational shifts and external contextual changes. As WFP undertakes a strategic review of its operational footprint across the Middle East, North Africa, and Eastern Europe region prompted by ongoing regional crises and a rapidly evolving resource environment, this DE will provide critical evidence to inform future programming decisions. Specifically, the DE aimed to generate timely and credible evidence on the results of WFP's interventions in Libya, at a time when the organization is prioritizing engagement in contexts characterized by high food insecurity, limited national capacity, and clear humanitarian imperatives. The findings will directly support decision-making by the Country Office

² While the TOR mention that the evaluation scope ends in 2023, it was agreed that it should end in February 2025. By covering the activities undertaken into 2025 the evaluation was able to access more high-quality data, and cover all the work delivered.

and Regional Bureau, while also contributing to broader organizational learning. The rationale for the evaluation is to support learning, accountability and program strengthening thereby informing course correction and improve overall implementation for the current CSP period (2023-2025). Its analysis fits within a broader interest in international support to vulnerable populations in the country, as well as applying in many ways to resilience activities taking place in similarly adverse conditions.

5. The evaluation seeks:

- To provide accountability to donors, government stakeholders (upwards accountability), and WFP staff and counterparts at the implementing and collaborating levels (horizontal accountability) as well as affected people (downwards accountability) through a thorough and transparent assessment of progress towards results, an assessment of the program's efficiency by intervention and outcomes, and evidence of sustainability; and,
- To provide learning for both WFP staff and counterparts who are delivering the services as well as lessons about program achievements and information about what works in individual interventions, how and why and who benefits (or does not) to inform future policies and programming. Learning will be achieved through consultations with a wide and diverse range of stakeholders, including WFP target population groups, in the various stages of the evaluation process.

6. Thanks to the case study methods and to deliberate efforts at transparency, the evaluation has been implemented in a participatory manner, communicating amply with women, girls, men and boys of diverse backgrounds, providing prompt and clear feedback, and assessing the degree of organizational learning and adaptation in favor of these groups. Gender equality is reflected across all the lines of enquiry pursued in the approach taken, as it was intended in the Inception Phase.

7. The internal evaluation stakeholders consist of WFP's Country Office in Libya, the Regional Bureau of Cairo (RBC)³, headquarters divisions, and some of the technical functions at headquarters. The stakeholder analysis defined the primary users of evaluation who were engaged throughout the process to foster ownership of the findings and recommendations, and to facilitate real time learning.

8. The external stakeholders of the evaluation include the target population groups; Government of Libya; WFP donors; WFP partners; civil society institutions as relevant; international development and humanitarian actors in the country; and some private sector entities. External stakeholders' views and reflections on WFP's strategy and performance in Libya were sought during the data collection phase.

1.2. Context

Preliminary overview.

9. Libya's natural resources are petroleum, natural gas and gypsum.⁴ Libya's economy is heavily reliant on oil, which accounts for 75 percent of GDP, and production has fluctuated impacting political instability and conflict. Substantial revenues from the energy sector, coupled with a small population, give Libya one of the highest per capita GDP in Africa. Since 2016, Libya's GDP has progressively increased, driven by a resumption of oil production and a slightly improved security, though, it has yet to reach the levels it held prior to 2011.⁵ Libya's establishment of a national Sustainable Development Committee in 2018 and the following submission of its first Voluntary National Review report in 2020, have demonstrated the government's commitment to responding to this volatile situation by promoting economic diversification, improving infrastructure, enhancing social services like agriculture and food security, and

³ Renamed the Middle East, North Africa and Eastern Europe Regional Office since 1 May, 2025.

⁴ [OPEC : Libya](#)

⁵ <https://tradingeconomics.com/libya/crude-oil-production>

increasing domestic food production to reduce the country's dependence on food imports.⁶ The Sustainable Development Report⁷ states under Sustainable Development Goal 2 a growing prevalence of undernourishment, as well as stunting and wasting in children under five. Population obesity has been consistently above Body Mass Index of 30. The only Sustainable Development Goal 17 indicator, the Statistical Performance Index, shows that the quality of national statistics is stagnating or increasing at less than 50% of required rate.

10. Inflation has been driven by rising food, housing, and electricity prices.⁸ Unemployment remains high, with 19.6 percent of the population out of work, and 85 percent of workers engaged in the public or informal sectors.⁹ The economy contracted by 1.2 percent in 2022,¹⁰ with the rise in food and housing costs further weakening the purchasing power of households.¹¹ Libya's economic vulnerability is exacerbated by poor governance, limited transparency in the management of oil revenues, and omnipresent corruption, which has hindered public investment in infrastructure and social services.¹² Further information is provided in Annex 12, for reasons of brevity.

Food Security and Nutrition

11. The 2021 and 2022 Humanitarian Needs Overview estimated a total of 1.8 million people affected by political and economic instability prevailing at the time (attack on Tripoli in 2019 and continued fighting into 2020, COVID pandemic), and that more than 1.3 million people needed some form of humanitarian assistance. Some 803,000 people were identified as in need of assistance according to the 2022 Humanitarian Response Plan, including 120,000 IDPs, 29,000 returnees, 88,000 migrants, and 44,000 other vulnerable groups.¹³ Of those in need, 15 percent are persons with disabilities.

12. Food insecurity in Libya has remained high over time due to the circumstances enumerated above. The country imports about 90 percent of its food, making it highly vulnerable to global supply chain disruptions and price increases.¹⁴ Inflation has driven up the cost of food, with 50 percent of households spending more than half their income on basic necessities.¹⁵

13. The agricultural sector, which employed 22 percent of Libyans in 2018, has seen a sharp decline, with only 8 percent of households engaged in farming as of 2021.¹⁶ Over a third of households reported reducing their agricultural activities due to conflict, climate change, and the pandemic.¹⁷ Additionally, many farming households now spend up to 75 percent of their income on food, underscoring their vulnerability to food insecurity.¹⁸ The combination of erratic weather patterns, lack of access to water, and damaged infrastructure has made it difficult for farmers to sustain crop and livestock production.

14. Malnutrition remains a pressing concern across Libya. The stunting rate for children under five

⁶<https://www.worldbank.org/en/news/press-release/2023/06/06/libya-s-economy-shows-resilience-and-potential-for-prosperity-amid-challenges>.

⁷ <https://dashboards.sdindex.org/profiles/libya/indicators>

⁸ https://www.undp.org/sites/g/files/zskgke326/files/migration/arabstates/LMA_report.pdf
<https://documents1.worldbank.org/curated/en/967931468189558835/pdf/97478-PUB-PUBLIC-Box-382159B-9781464805660.pdf>

⁹ United Nations Development Programme. 2022. Human Development Report 2021/2022 – _Uncertain Times, Unsettled Lives: Shaping Our Future in a Transforming World.

¹⁰ Central Bank of Libya. 2020; Economic Bulletin - Central Bank of Libya (cbl.gov.ly)

¹¹ *ibid*

¹² Central Bank of Libya. 2020; [Economic Bulletin - Central Bank of Libya \(cbl.gov.ly\)](http://cbl.gov.ly)

¹³ Humanitarian Response Plan 2021

¹⁴ Central Bank of Libya. 2020; [Economic Bulletin - Central Bank of Libya \(cbl.gov.ly\)](http://cbl.gov.ly)

¹⁵ Central Bank of Libya. 2020; [Economic Bulletin - Central Bank of Libya \(cbl.gov.ly\)](http://cbl.gov.ly)

¹⁶ FAO, "Agricultural Production and Climate Change in Libya," 2021.

¹⁷ United Nations Development Programme (UNDP), "Libya COVID-19 Response Report," 2020.

¹⁸ WFP, "Libya Annual Country Report," 2022

reduced from 17.5 percent in 2021 to 8.2 percent in 2023.¹⁹ The southern regions report the highest stunting rates, with levels exceeding 25 percent in some areas.²⁰ The combination of conflict, poor healthcare infrastructure, and limited access to drinking water and sanitation has deepened the malnutrition crisis among vulnerable populations, particularly children, pregnant women, and internally displaced persons.²¹

15. A breakdown of key nutritional indicators in Libya include:

- Wasting Rate: The prevalence of wasting (acute malnutrition) among children under 5 in Libya is 3.5 percent, which is lower than the regional average of 6.0 percent in Africa.²²
- Minimum Acceptable Diet (MAD)/Dietary Diversity for Children: Only 14 percent of children aged 6–23 months are consuming a Minimum Acceptable Diet (MAD).²³ Dietary diversity remains a significant challenge, contributing to the poor nutrition status of children, with inadequate dietary diversity affecting 60 percent of women of reproductive age.²⁴
- Anemia in Pregnant Women/Women of Reproductive Age: The prevalence of anemia among women of reproductive age (15–49 years) in Libya is 29.9 percent, which remains a public health concern. Pregnant and lactating women in particular face higher risks of anemia.²⁵

16. Eastern Libya faces significant displacement, with 62,000 IDPs in Benghazi as of 2021.²⁶ Libya in 2025 hosts over 60,000 refugees and asylum-seekers who are registered with UNHCR. The country also presents a complex displacement scenario, with 125,802 people displaced inside the country (IDPs). In addition, 44,000 people have been displaced since September 2023 when Storm Daniel struck eastern Libya²⁷. Conflict has severely disrupted supply chains and agricultural production, leaving communities dependent on humanitarian food assistance.²⁸ Economic challenges and insecurity have further weakened agricultural productivity, with many farming households reducing their activities due to conflict and the economic downturn.

17. The southern Fezzan region remains the most food-insecure in Libya. The region has over the evaluation period faced some of the highest levels of vulnerability.²⁹ Conflict, isolation, poor infrastructure, and impacts of climate change have compounded the region's inability to produce sufficient food, making it heavily dependent on humanitarian assistance.³⁰

18. WFP is one of the partners supporting national Social Protection schemes. In 2021, the Ministry of Social Affairs launched food voucher programs targeting vulnerable households, but these efforts have faced numerous obstacles, including funding shortages, administrative inefficiencies, and security concerns.

³¹ The limited capacity of government institutions to manage large-scale programs has hampered progress

¹⁹ [230305_Final Libya National SMART survey report_ENG Version_mm_AK 08feb2023-RBC_Zeinab-WFP RBC.docx](#)

²⁰ Global Nutrition Report, "Libya Nutrition Profile," accessed October 20, 2024, <https://globalnutritionreport.org/resources/nutrition-profiles/africa/northern-africa/libya>

²¹ United Nations Libya. 2022. Common country analysis; [UN Common Country Analysis Update 2023 | United Nations in Libya](#)

²² Source: Global Nutrition Report. "Libya Nutrition Profile." Accessed October 20, 2024. <https://globalnutritionreport.org/resources/nutrition-profiles/africa/northern-africa/libya/>

²³ Gender disaggregated data does not exist.

²⁴ Source: World Food Programme. "Libya Country Strategic Plan (2023-2025)." Accessed October 20, 2024.

²⁵ Source: Global Nutrition Report. "Libya Nutrition Profile." Accessed October 20, 2024. <https://globalnutritionreport.org/resources/nutrition-profiles/africa/northern-africa/libya/>

²⁶ Libyan Audit Bureau. 2021. Annual report of the Libyan Court of Audit 2021

²⁷ <https://www.unhcr.org/countries/libya>

²⁸ Office for the Coordination of Humanitarian Affairs. 2022. Libya Humanitarian Response Plan (June 2022).

²⁹ Ibid.

³⁰ Institute for Economics and Peace. 2022. Global Peace Index 2022 – _Measuring peace in a complex world.

³¹ United Nations Libya. 2022. Common country analysis; [UN Common Country Analysis Update 2023 | United Nations in Libya](#)

in addressing food insecurity.

19. Organizations like WFP, UNICEF, and UNHCR have played key roles in providing food assistance and supporting education in conflict-affected areas. According to OCHA, over 1.3 million people relied in 2021 on international humanitarian aid.³² The figures cited in the Libya CSP and the 2022 HRP indicate lower numbers, i.e. a People in Need figure of 803,000. The draft 2023 Humanitarian Overview for Libya indicates a further reduction of people in need to 328,560. However, access to conflict zones and insecure regions, particularly in the south and rural areas, remains limited due to militia-controlled supply routes, which restrict aid delivery. Food security initiatives are heavily concentrated in areas where conflict has severely disrupted local food production. Logistical challenges, such as damaged infrastructure and militia presence, continue to hinder access to key populations.^{33, 34, 35, 36}

Education System

20. Libya's education system, once a cornerstone of its social development, has suffered profound disruptions due to political instability and protracted conflict. Prior to the 2011 civil war, Libya had near-universal school enrolment, with literacy rates among youth at 99.5 percent and adult literacy at 88.5 percent.³⁷ Education was free and widely accessible, with the state providing strong support for educational infrastructure.

21. While enrolment remains relatively high, the conflict has led to sharp declines in attendance. The CSP mentions that attendance and enrolment have dropped since the conflict began with 17 percent of families in 2021 reporting at least one school-aged child not in school. Data shows that attendance in affected areas dropped to 68.4 percent between 2021 and 2024, particularly in rural and conflict-affected regions such as Fezzan and Al Kufra.^{38, 39} This is driven by several factors: displacement, damaged infrastructure, and insecurity. School closures have forced hundreds of thousands of children out of the classroom, with 40 schools destroyed and others repurposed as shelters as of 2023.⁴⁰ Additionally, dropout rates have surged, particularly among internally displaced children, as families prioritize safety and survival over education.⁴¹ According to a 2020 UNICEF report, over 250 000 school-aged children were said to be in urgent need of educational assistance due to the disruption caused by conflict.⁴² As of mid-2023, an estimated 316,000 school-aged children in Libya were reported to need urgent educational assistance due to the ongoing conflict and other crises in the country.⁴³

22. Libya lacks a unified national education strategy due to its divided political landscape. While education is recognized as a critical sector, there has been limited progress in formulating a comprehensive national policy. Political divisions between rival governments in Tripoli and Tobruk complicate efforts to rebuild the education system.⁴⁴ Although the Ministry of Education in Tripoli has made efforts to revive the

³² Humanitarian Response Plan 2021.

³³ USAID. "Humanitarian Assistance in Libya." October 2024. Available at: [USAID Libya](<https://www.usaid.gov>)

³⁴ World Food Programme (WFP). "Libya Country Strategic Plan (2023–2025)." Retrieved from: [WFP Libya](<https://www.wfp.org>)

³⁵ USAID. "Humanitarian Assistance in Libya." Accessed October 2024.

³⁶ United Nations Office for the Coordination of Humanitarian Affairs (OCHA). "Libya Humanitarian Needs Overview 2023

³⁷ WFP Libya interim country strategic plan (2019–2020), and Country Strategic Plan (2023–2025) however no disaggregated data was provided. Anecdotal observation in case studies indicates proportional representation.

³⁸ Ibid.

³⁹ Food Security Outcome Monitoring WFP Report 2024 (draft internal)

⁴⁰ WFP Libya Interim Country Strategic Plan (2019–2020) <https://reliefweb.int/report/libya/interim-country-strategic-plan-2021>

⁴¹ 2023 Food Security Outcome Monitoring WFP Report

⁴² UNICEF, Libya Humanitarian Situation Report, End of Year 2020. Retrieved from:

<https://www.unicef.org/media/94231/file/Libya-Humanitarian-Situation-Report-End-of-Year-2020.pdf>

⁴³ UNICEF, Libya Country Office Annual Report 2023, p. [specific page number], <https://www.unicef.org/media/152591/file/Libya-2023-COAR.pdf>.

⁴⁴ Ibid

sector, funding shortages and instability continue to undermine these efforts. Additionally, significant challenges, such as outdated curricula, inadequate teacher training, and poor educational facilities, have further delayed progress on a national education strategy.⁴⁵

23. International efforts to help bolster the education sector in Libya have come from multiple organizations. These include UNICEF work to restore damaged schools, while IOM supports internally displaced children by providing learning materials and safe environments for education. Many schools have been destroyed, and rebuilding efforts face challenges due to limited funding and security concerns. Access is further hindered by ongoing conflict in rural areas.^{46, 47, 48}

WFP in Libya.

24. WFP has been operating in Libya since 2011, following the regional crises known as the Arab spring and the outbreak of the civil war in the country. The organization initially focused on life-saving activities by providing emergency food assistance to those affected by conflict, including Internally Displaced Persons (IDPs), refugees, and migrants. Recovery was a challenge from the outset as these groups have very limited access to social services, even though Libya is a channel for forcibly displaced persons.

25. There are generally limited entitlements for vulnerable populations in Libya, including households affected by COVID-19, IDPs, returnees, migrants, refugees, asylum seekers, and conflict-affected populations, especially children, women and groups with specific needs. WFP and the UN Refugee Agency (UNHCR) collaborate in Libya to support refugees, asylum seekers, and internally displaced persons (IDPs). Their partnership, initiated in 2020, was established in response to the compounded challenges of ongoing conflict and the COVID-19 pandemic, which severely impacted access to food and livelihoods. The joint efforts focused on providing emergency food assistance to vulnerable populations, including those recently released from detention centers and urban refugees facing economic hardship⁴⁹, areas that were not covered by the activities within the scope of this evaluation.

26. In 2018, WFP recruited a dedicated team and opened offices in Tripoli and Benghazi. In January 2019, WFP developed the ICSP (2019-2022), which shifted the operation from a project-based intervention to a consolidated programme. In January 2023, the Executive Board approved the 2023-2025 CSP adopting the following four country strategic plan outcomes:

- Crisis-affected populations in Libya can meet their basic food and nutrition needs all year round.
- Vulnerable communities in Libya have improved resilience and stability by 2025.
- National institutions in Libya have strengthened capacity to reach and support vulnerable populations by 2025.
- Humanitarian and development partners have enhanced ability to support vulnerable populations in Libya in anticipation of, during and in the aftermath of crises.

27. The 2023 CSP was developed in the context of a relatively greater degree of stability. A United Nations Sustainable Development Cooperation Framework (UNSDCF) was developed at the time for 2023–2025. It focused on recovery, development and peacebuilding efforts and alignment with human rights protection priorities. The CSP is explicitly aligned with the UNSDCF and the 2022 Humanitarian Response

⁴⁵ UNICEF, Libya Country Office Annual Report 2023, <https://www.unicef.org/media/152591/file/Libya-2023-COAR.pdf>.

⁴⁶ USAID. "Humanitarian Assistance in Libya." Accessed October 2024.

⁴⁷ UNICEF. "Libya Country Programme 2023-2025." Retrieved from UNICEF Libya

⁴⁸ UNICEF. "Restoring Education in Conflict Zones." 2023 Report.

⁴⁹ UNHCR and WFP (2020) UNHCR and WFP reach thousands of refugees and asylum seekers in Libya with emergency food aid. Available at: <https://www.wfpusa.org/news-release/unhcr-wfp-reach-thousands-refugees-asylum-seekers-libya> [Accessed 15 May 2025]. WFP (2021) UNHCR and WFP expand partnership in Libya to reach more refugees and asylum seekers as food needs rise. [online] Available at: <https://www.wfp.org/news/unhcr-wfp-expand-partnership-libya-reach-more-refugees-and-asylum-seekers-food-needs-rise>.

Plan, reflecting a humanitarian–development–peace nexus approach to address the underlying causes of vulnerability among the most vulnerable population groups. It underpinned for WFP in particular the shift towards food systems, livelihoods, and national capacity strengthening.

28. In August 2024, the relationship between the two governments significantly deteriorated amid confrontations over legitimacy, central bank leadership and military manoeuvres, threatening to undermine fragile peace. Attacks have taken place into February 2025, involving the GNU in the west. This has coincided with anti-migrant sentiment manifested in protests, attacks and a vicious social media campaign against illegal migrants.

1.3. Interventions Being Evaluated

29. This Decentralized Evaluation (DE) is a joint activity evaluation that focuses on two activities, Livelihoods and School Feeding, implemented under both the ICSP and the CSP starting from 2019.

30. The Decentralized Evaluation of General Food Assistance and School Feeding Programme, which covered the period 2017-2019 recommended to build better synergies between WFP programmes.⁵⁰ As a result, the ICSP 2019-2022 moved from considering Livelihoods and School Feeding as separate programmes managed under Strategic Outcome 1 ('Crisis-affected vulnerable populations in Libya, including schoolchildren, have access to sufficient and nutritious food during and in the aftermath of crises') and Strategic Outcome 2 ('Vulnerable populations across Libya have strengthened livelihoods and restored access to basic services all year') to focus on the interlinkages between both programmes in the CSP 2023-2025. Other studies and assessments related to the two activities are discussed in EQ 1.2.

31. The Livelihoods and School Feeding activities are now subsumed in the CSP under Strategic Outcome 2 (Vulnerable communities in Libya have improved resilience and stability by 2025), moving school feeding and the entire portfolio from lifesaving in the ICSP to life-changing programming such as the Made in Libya Initiative. In this way, WFP responded to the request of the central government to support the development and implementation of its National Development Plan (NDP) notably on livelihoods and resilience, including food security. The resulting programming structure is reflected in the table below:

Table 1: Strategic Outcomes and Activities according to WFP program cycle

ICSP 2019-2022 (ext. 02/2023)	CSP 2023-2025
<u>Strategic outcome 1</u> : Crisis-affected vulnerable populations in Libya, including schoolchildren , have access to sufficient and nutritious food during and in the aftermath of crises.	Strategic outcome 1: Crisis-affected populations in Libya can meet their basic food and nutrition needs all year round Activity 1: Provide unconditional resource transfers to food-insecure people in Libya <u>Strategic outcome 2</u> : Vulnerable communities in Libya have improved resilience and stability by 2025.
<u>Activity 1</u> : Provide assistance to food-insecure and vulnerable people in Libya, including schoolchildren , and pilot complementary interventions that improve food security and nutrition.	<u>Activity 2</u> . Provide livelihoods opportunities and training to targeted vulnerable people and communities in a conflict-sensitive manner.
<u>Strategic outcome 2</u> : Vulnerable populations across Libya have strengthened livelihoods and restored access to basic services all year.	<u>Activity 3</u> . Support the Government in its efforts to enhance the national school meals program through home-grown school feeding and an integrated package of health and nutrition services.
<u>Activity 2</u> : Provide skills strengthening to vulnerable communities and enhance national and local safety nets.	Strategic outcome 3 : National institutions in Libya have strengthened capacity to reach and support vulnerable populations by 2025 Activity 4: Provide technical assistance and capacity strengthening to the Government

⁵⁰ WFP. (2021). Decentralized Evaluation: GFA and School Feeding Programme. Libya: World Food Programme.

ICSP 2019-2022 (ext. 02/2023)	CSP 2023-2025
	Strategic outcome 4: Humanitarian and development partners have enhanced ability to support vulnerable populations in Libya in anticipation of, during and in the aftermath of crises Activity 5: Provide on-demand services to humanitarian and development partners in Libya

32. The transition reflected in the formulation of Strategic Outcome 1 which moved from crisis response in the ICSP to a focus on food systems and resilience building. This was a significant milestone for WFP Libya, as it coincided with a realization that conditions in Libya needed to be considered in the frame of a probable continuation of the shocks and pressures which had prevailed until then, while emergency assistance was not able to build on socio-economic opportunities offered by elements of stability in the food economy and the acceptance of social protection services.

33. The evaluation took place at a time of transition within WFP generally, and across WFP's Middle East, North Africa and Eastern Europe programming specifically. In what is a turbulent region with deepening humanitarian crises, the Regional Office's updated prioritization exercise has required a Country Presence Analysis Review, which considers the importance of WFP's presence in terms of country needs, humanitarian status and the ability of governments themselves to meet the food security needs of affected populations. This was made even more pressing following substantial funding cuts from January 2025. A decision was made in February 2025 that a small presence would be maintained in Libya, albeit with a narrower focus than that contained in Strategic Objective 2. Both Activity 2 and Activity 3 ended in February 2025, except for Derna, where activities were due to end in June 2025.

34. This internal transition has been compounded by a broader shift in the funding among donors as they consider competing priorities elsewhere, amid the quickening pace of international responses to crises in the neighbouring countries.

Resource Mobilization

Livelihoods

35. Table 2 below presents the Needs Based Plan (NBP), available resources and expenditures for livelihoods during the period 2019-2023. As 2023 was the first year of the CSP, the plan was to shift from emergency to resilience with the main focus on livelihoods. According to WFP staff, there was however limited interest from the donors in funding livelihoods and the shift from emergency to resilience. Moreover, the dramatic sudden onset flooding emergency in Derna (with an estimated immediate loss of 20,000 lives) required additional funding for emergency.

36. The actual use (expenditures) of the available resources varied considerably during the period examined. For two years (2019 and 2021), the expenditure constituted a low percentage of the available resources, i.e. 17.8 percent in 2019 and 42.1 percent in 2021. Surprisingly, however, for 3 years (2020, 2022, and 2023), the expenditure considerably exceeded the available resources, ranging from 114,5 percent in 2020 to 170,4 in 2022. This occurred with the arrival of a new CD and was probably linked to carry-over from previous years or funds received for emergency assistance and used for livelihoods.

Table 2: Needs Based Plan (NBP), resources and expenditures for Livelihoods, 2019-2023

Year	Needs Based Plan (NBP), USD	Resources (USD)	Expenditures (USD)	Percentage, Resources of NBP (USD)	Percentage, Expenditures of Resources, percent
2019	1,624,081	911,739	161,938	56.1	17.8
2020	2,546,931	791,845	906,487	31.1	114.5
2021	2,400,523	4,596,623	1,936,674	191.5	42.1
2022	10,213,181	1,731,658	2,951,047	17.0	17.4
2023	12,314,241	1,266,052	1,743,540	10.3	137.7

Source: Finance Team, CO Libya

School feeding

37. Table 3 below presents figures for the NBP, resources/expenditures (merged) and resources/expenditures as percentage of the NBP for school feeding for the period 2019-2023. School feeding was not a stand-alone activity under the ICSP (2019-2022) and official budget data for this activity was not available. According to the Finance Team all available funding for school feeding was spent, and the two financial categories (resources and expenditures) were therefore merged.

Table 3: NBP and available resources/expenditures for School Feeding, 2019-2023

Year	Needs Based Plan (NBP), USD	Available resources/expenditures (USD)	Percentage, resources/expenditures of NBP, percent
2019	687,084	177,563	25.8
2020	1,423,150	255,897	18
2021	1,212,743	191,872	15.8
2022	2,046,589	678,217	33.1
2023	3,956,132	901,424	22.8

Source: Finance Team, CO Libya

38. Though the ICSP and the CSP have undergone five Budget Revisions (BR) (LY01 - ICSP - 4 Budget Revisions, LY02 CSP - 1 Budget Revision), none of these have been directly related to the Livelihoods and School Feeding activities (except for the extension of the ICSP). Under the ICSP, the first BR (BR1) concerned the creation of an on-demand service provision activity, while the BR2 and BR3 each extended the ICPS with one year. BR4 further extended the ICSP with two months to align with the submission of the CSP (2023-2025) to the Executive Board in February 2023. The first BR (and so far, the only one) under the CSP added a new activity (Activity 6) under SO4 for emergency telecommunications and other common services and

increased the overall CSP budget by USD 1.2 million.⁵¹

Donors

Livelihoods

39. As seen from the table below, there was a high number of donors (in total 16) for livelihoods during the period 2019-2023. The resources for most donors (13) were earmarked at activity level, although for three donors this was not the case. For UK and Norway, the resources were not earmarked, and for Switzerland the resources were earmarked for livelihoods interventions linked to humanitarian assistance.

Table 4: Donors, Contributions (resources) and Earmarking for Livelihoods 2019-2023

Donor	Resources (USD)	Earmarking
Germany	4,464,734	Activity Level
UN Peace Building Fund (PBF)	1,213,546	Activity Level
Czech Republic	755,497	Activity Level
France	703,985	Activity Level
United Kingdom	577,193	Non-earmarked
Greece	386,824	Activity Level
Japan	320,347	Activity Level
Private donors	189,013	Non-earmarked
UNHCR	179,283	Activity Level
Switzerland	167,954	Earmarked for humanitarian assistance (emergency and livelihoods ONLY)
World Bank	102,901	Activity Level
UN Women	90,619	Activity Level
Norway	82,284	Non-earmarked
UNTFHS	40,906	Activity Level
China	22,831	Activity Level
Total	9,297,917	

Source: Finance Team, CO Libya

School feeding

40. The Table below indicates that there are in total 8 donors, and for all except Sweden and United Kingdom, the funding was earmarked at activity level.

⁵¹ ICSP BR1: Libya Interim Country Strategic Plan, revision 1 (version 31 July 2018; ICSP BR2: Crisis Response revision of Libya Interim Strategic Plan (2019-2021) and corresponding budget increase (no date); ICSP BR3: Crisis Response revision of Libya Interim Strategic Plan (2019-2021) and corresponding budget increase (no date); ICSP BR4: Libya Interim Country Strategic Plan (2019-2022), Revision 4 (Issuance date 28 December 2022); CSP BR1: Libya Country Strategic Plan, revision 1 (Issuance date 27 December 2023).

Table 5: Donors, Contribution (resources) and Earmarking for school feeding 2019-2023.

Donor	Resources (USD)	Earmarking
Germany	976,005	Activity Level
Sweden -MU	521,610	Non-Earmarked
Japan	383,722	Activity Level
Italy	126,934	Activity Level
IOM	107,467	Activity Level
UNICEF/ECW	52,929	Activity Level
UNHCR	34,691	Activity Level
United Kingdom	1,616	Non-earmarked ⁵²
Total	2,204,973	

Source: Finance Team, CO Libya

Planned and Actual number of Beneficiaries

41. In this section, the number of planned/actual beneficiaries, the available funding (resources), and the expenditure for the two activities are discussed. Other planned and actual outputs are discussed under EQ 2.1

Livelihoods

42. As seen from Table 17 (food transfers), the actual number of beneficiaries is generally low as compared to the planned number, with the lowest point reached in 2019 (5,3 percent) and highest in 2021 (25.5 percent). Regarding cash transfers (Table 18) data for actual number of beneficiaries are not available for the years 2019 and 2020; for 2021 and 2022, there has been an over-achievement of 168 percent (2021) and 106.5 percent (2022). It is worth noting that the number of cash transfer beneficiaries is significantly lower than the number of food transfer beneficiaries. In terms of gender, there has been a close to 50/50 division between male and female beneficiaries for both food and cash transfers.

43. The reason for the underachievement regarding the number of food transfer beneficiaries in 2020 and 2021 was the Covid restrictions and reduced labor market capacities due to social distancing, which led to the closure of schools and halting of livelihoods activities. In 2021, however, some success was attained with cash transfer though the number of beneficiaries was still relatively small (3,193). Overall, there was a general change from food transfers to cash transfers, partly due to the Government's preference for the latter, as reported by WFP staff. Nevertheless, the main factor affecting the actual number of beneficiaries is the available funding as discussed below (see Table 6 for further funding details).

⁵² This very small amount appears to be allocated from a larger funding envelope; ET was unable to confirm details after inquiring with WFP's partnerships team (raises moderate concerns over traceability/attribution of funding).

Table 6: Beneficiaries receiving food transfers (Food Assistance for Training)

Year	Planned number of beneficiaries			Actual number of beneficiaries			Percent Actual of planned (total)
	Female	Male	Total	Female	Male	Total	
2019	9,174	9,426	18,600	491	494	985	5.3
2020	7,402	7,598	15,000	1,869	1,726	3,595	24
2021	18,302	18,798	37,100	4,198	4,312	8,510	2.5
2022 ⁵³	17,857	18,343	36,200	3,809	3,911	7,720	21.3

Sources: WFP Libya ACR 2019-2022

Table 7: Livelihoods: Beneficiaries receiving cash-based transfers (Food Assistance for Training)

Year	Planned number of beneficiaries			Actual number of beneficiaries			Percent Actual of planned (total)
	Female	Male	Total	Female	Male	Total	
2019	2,665	2,735	5,400	NA	NA	NA	NA
2020	16,281	16,719	33,000	NA	NA	NA	NA
2021 ⁵⁴	936	964	1,900	1,575	1,620	3,193	168
2022	1,482	1,518	3000	1,575	1,621	3,196	106.5

Sources: WFP Libya ACR 2019-2022

44. The reporting for the CSP does not distinguish between food and cash transfers, rather it includes a general indicator for food/cash/voucher/capacity strengthening transfers. As seen from the table below, there was considerable underachievement in 2023. This was due to the reduced level of funding, hence in 2023 only 14.2 percent of the NBP was funded (see Table 6 for further details on funding). As in the case of food and cash transfers during the ICSP, the distribution between male and female beneficiaries was close to equal. The CO explained that funds sometimes exceeded the one-year implementation period, while in other cases the funds were received towards the end of year and were thus recorded in that Financial Year, while implementation and expenditures started in the year after.

⁵³ In 2022, “commodity vouchers transfers” for totally 800 beneficiaries were planned in addition to the food transfers (the 800 beneficiaries are not included in the above figure). The commodity voucher transfers were, however, never implemented.

⁵⁴ For 2021, the transfers are defined as “commodity vouchers transfers” and not cash transfers.

Table 8: Beneficiaries receiving food/cash/commodity vouchers/capacity strengthening (FFT)

Target group	Planned number of beneficiaries			Actual number of beneficiaries			percent Actual of planned (total)
	Female	Male	Total	Female	Male	Total	
Activity supporters	NA	NA	NA	176	160	336	NA
All	20,599	21,161	41,760	268	242	510	1.2

Source: WFP Libya ACR 2023

School Feeding

45. As seen below, the level of achievement was relatively high, ranging from 70,5 percent in 2022 to 103,8 percent in 2019. In 2020 and 2021, the level of achievement was low, particularly in 2021 where only 6.7 percent of the planned students received on-site school meals. In 2020, this figure was slightly higher, i.e. 45.9 percent.

46. The low performance rates in 2020 and 2021 were due to the closure of schools during the Covid-19 pandemic. In terms of gender, the number of girls versus boys is close to equal in terms of both planned and actual number of students. Even though the level of achievement was relatively high for planned versus actual number of beneficiaries (except for 2020-2021) it should be noted that WFP experienced severe funding problems for school feeding as seen from Table 3.

Table 9: Students in primary schools receiving food transfers (on-site) 2019-2023

Year	Planned number of beneficiaries			Actual number of beneficiaries			Percent actual of planned beneficiaries (total)
	Female	Male	Total	Female	Male	Total	
2019	9,812	10,188	20,000	10,182	10,572	20,754	103.8
2020	19,624	20,376	40,000	9,016	9,363	18,379	45.9
2021 ⁵⁵	21,046	21,854	42,900	1,416	1,471	2,887	6.7
2022 ⁵⁶	30,608	31,782	62,390	21,582	22,409	43,991	70.5
2023 ⁵⁷	34,538	35,862	70,400	30,670	31,039	61,709	98.9

Source: WFP Libya ACR 2020-2023

⁵⁵ For 2021, the target group for planned food transfers is defined as “students in primary schools”, whereas the actual beneficiaries are defined as “children”. The reason for this is not indicated in the ACR 2021 and no explanation was obtained from WFP staff.

⁵⁶ In 2022, “commodity vouchers transfers” were planned for 400 students (male and female) in addition to the food transfers (the 400 students are not included in the above figure). The commodity vouchers transfers were ever implemented.

⁵⁷ In 2023, the first year of the CSP, the indicator is formulated in the following way: “Number of girls and boys receiving food/cash-based transfers/commodity vouchers/capacity strengthening transfers through school-based programmes”. The CSP data are considered to be comparable with the ICSP data as the main transfer for this activity is food transfers.

1.4. Methodological approach

47. The evaluation approach was designed to generate insights based on the performance of the two Activity areas that will be useful in preparing the future of WFP in Libya, including any potential handover of WFP activities to key partners, as well as in countries presenting similar humanitarian and development challenges.

48. As foreseen in the Terms of Reference (TOR) the conduct of the evaluation integrated the following steps in a sequential manner:

- A detailed review of documentation and an inception workshop with the CO team and stakeholders.
- Submission of an Inception translated into a coherent approach (including a case study approach to ensure gender balance and conflict sensitivity, as well as a space and time typology which created a satisfactory qualitative sampling explained in Annex 3).
- Implementation of country visits by three members of the evaluation team, in Tripoli, Benghazi Tawergha, Sebha and Derna, structured according to the case studies outlined.
- Preparation of an Evaluation Report which allowed quality assurance and factual corrections by WFP.

49. The evaluation encountered a highly scattered documentation, due in great part to staff turnover and the difficulties of communications and logistics. Significant gaps emerged in terms of the use by WFP of gender disaggregated data, or the identification of the profiles of beneficiaries, to explain fluctuations in the level of implementation, and the outcomes achieved. The monitoring relied heavily on the narrow reports of Third-Party Monitoring, on very occasional studies, and on email and oral transmission of data. While some staff gained an overview of the operation, many had left the country at the time of data collection, restricting the opportunities to call on their recollections.

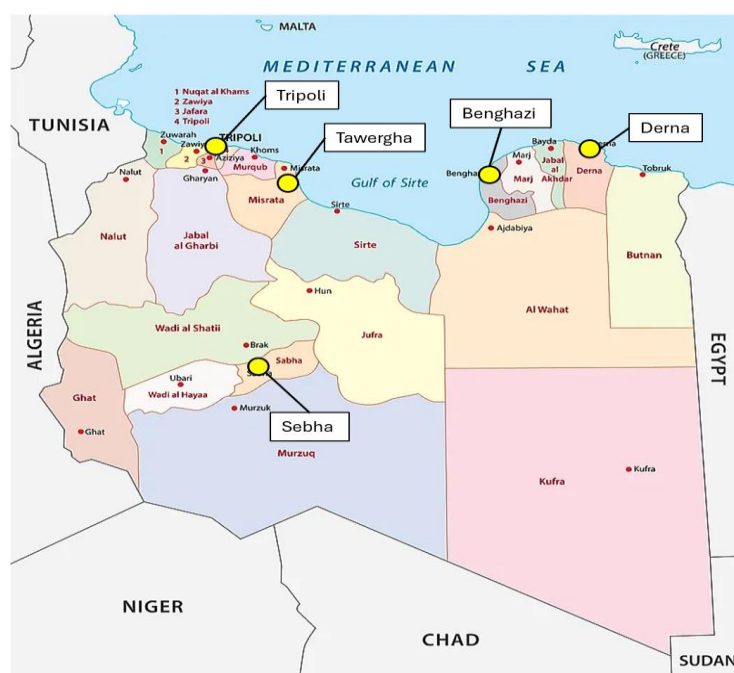
50. The evaluation applied the standard tools of small-scale field research, namely semi-structured interviews, group and Focus Group Discussions, as well as documentary analysis. The team was gender balanced, and the approach used gave stakeholders time to prepare for the meetings and to participate in conditions of trust. The sampling (described in Annex 3 in detail) ensured an inclusive participation of the population, from a gender, geographic, social and ethnic perspective.

51. Due to the prevalence of evaluability constraints and the highly fragmented and dynamic context, it was agreed to use a fully triangulated approach, structured according to a case study methodology, whereby general reporting and staff interviews are combined with primary data collected by the evaluation team to illuminate performance in specific thematic and/or geographical areas. Case studies are forms of bounded reality that are particularly useful in taking into account the context of an operation, where important information elements are given time to be analysed through triangulation.

52. The in-country data collection was structured according to the four case studies outlined under the Methodology Annex. This included five locations: Tripoli and Tawergha in the West, Benghazi and Derna in the East, and Sebha in the South as presented in the map below.

Figure 1: Map of Libya: the geographical scope of the evaluation (source: evaluation team)

- Tripoli
- Tawergha
- Sebha
- Benghazi
- Derna



53. The evaluation adhered to the United Nations Evaluations Group (UNEG) Norms and Standards⁵⁸ and WFP ethical guidelines in particular with respect to independence of judgement, impartiality, honesty and integrity, accountability, respect, the protection of the rights and welfare of human subjects and communities, informed consent, protecting privacy, confidentiality and anonymity of participants, avoidance of risks, harm to, and burdens on those participating in the evaluation, accuracy, completeness and reliability of the report, and transparency.

54. The evaluators were sensitive to religious beliefs and practices, gender roles, disability, ethnicity, manners, culture, and local customs, ensuring fair involvement of participants (including women and marginalized groups). Each team member acted with integrity and honesty in their relationships with all stakeholders. No member of the team was involved in the design, implementation or monitoring of the WFP Libya activities nor had they any conflicts of interest.

55. The evaluation was structured into 6 questions, to cover the principal Organisation for Economic Cooperation and Development (OECD) Development Aid Committee criteria. These were relevance, effectiveness, efficiency, coherence, impact and sustainability. These are described in the annexed Terms of Reference and reflected in the findings section below. The only adjustment to the Evaluation Questions was to integrate TOR question 5.5. This question was formulated in the TOR as: "Are there any other expected or unexpected impact on systems, structures and individuals?". This creates an overlap with the other Lines of Enquiry which are structured to cover this aspect in a variety of ways. We find in particular within Question 5 a requirement to spell out 'unintended positive and/or negative short-, medium- and/or longer-term effects'). TOR question 3.3 was renamed 3.2 to preserve the numbering sequence.

56. **Constraints were partly overcome.** The principal difficulty for the evaluation was that documentation could only be retrieved gradually, reflecting the challenges of information management in the CO. Difficulties in obtaining visas and clearances meant that the visits required much longer preparation than anticipated in the Inception timeline, and were staggered over the months of January and February, through two visits. While the mission was organized as for WFP International staff members and

⁵⁸ UNEG. 2020. *Ethical Guidelines for Evaluation*. Available at <http://www.unevaluation.org/document/detail/2866>.

in accordance with the UNDSS, the team was required to make its own security and transport arrangements.

57. As the UNDSS guidance is cumbersome for visits in Libya (requiring more time to obtain official clearances than is the case for private citizens) the support of the WFP CO was required for interactions with the security and Foreign Ministry personnel. This was difficult for staff to take into account and in the end the time required overall by data collection was triple what had been intended in the TOR.

58. The national member of the evaluation team was the sole evaluator able to visit Derna and Sebha, due to the security restrictions imposed on these two sites. However, once in the case study sites, the evaluators did not meet any restrictions in terms of observing activities and the material delivered, or conducting the interviews required by the evaluation.

2. Evaluation findings

2.1. **Evaluation question 1:** To what extent was the intervention relevant to the needs and priorities of the government, targeted population and stakeholders?

Over the period covered by the evaluation WFP operated in Libya under a dual environment characterized by challenges and a vacuum. It consistently faced pockets of vulnerability and need along with multiple barriers to movement on the ground, while at a strategic level it received broad policy endorsement. WFP pragmatically aligned with Ministry counterparts and adapted modalities to local needs, but strategic coherence was limited by informal agreements, weak government ownership, and short planning cycles.

WFP Programming did not conduct extensive assessments due to difficulties in movement but relied on Cooperating Partners and government counterparts across the country to identify locations and structures to support. WFP's accountability mechanisms for the evaluated activities were fragmented and underutilized. The resulting targeting was based on funding and accessibility, which meant that in some cases it could not prioritize vulnerability.

To address the constant constraints and compensate for this relative lack of an evidence base for programming, the CO emphasized adaptability and a highly iterative approach, continually testing various modalities and institutions. WFP adapted effectively to the COVID-19 crisis, maintaining food assistance, school feeding, and coordination functions.

59. This section reviews the quality of the monitoring tools used by WFP, and in a second stage the ways in which this data allowed WFP to be responsive (or the opposite) to the needs of the population, as confirmed through data collection.

Sub-question 1.1 To what extent were WFP's targeting criteria consistent with the needs of the key target groups of smallholder farmers, school children and households based on geographic vulnerabilities/ needs/ food insecurity and gender as well as integrating the activities for the 'Made in Libya' initiative's objectives?

Finding 1 WFP Libya made important investments in monitoring and assessments to inform targeting, but geographic, methodological, and institutional limitations, combined with inconsistent practices by Cooperating Partners, constrained the accuracy, inclusivity, and integration of targeting decisions.

60. WFP Libya has used a variety of tools to monitor the needs of the population and the delivery of its services. Since 2019, WFP made significant efforts to achieve a comprehensive data collection and analysis system, overcoming the challenges inherent in operating in a complex environment with weak local capacity for such data gathering and analysis.

61. The ICSP and CSP show an increase in the use of sex and age disaggregated data, an element that was missing prior to 2019 according to the preceding Decentralized Evaluation.⁵⁹ WFP also carried out occasional Market Price Monitoring at a national level. The CO also participated in joint assessments, such as the Multi-Sector Needs Assessment (MSNA) for migrants and Libyans, the IOM Displacement Tracking Matrix (DTM) assessments, the Joint Market Monitoring Initiative (JMMI) which was created by the Libya

⁵⁹ This is a web-based application used for beneficiary registrations, distribution planning, transfers and distribution reporting that supports the collection and analysis of data

Cash & Markets Working Group (CMWG)⁶⁰. The general nature of these assessments did not inform targeting as it was done in a more ad hoc manner. WFP did follow the broad lines of priority setting of the Ministry of Education through oral consultations, while there reputedly was a vulnerability map which the evaluation could not access.

62. At the same time, studies such as WFP's Market Price Monitoring were delivered at a national level, rather than in the areas and at the scale (geographic or market-related) relevant to the focus activities. While market prices and Minimum Expenditure Baskets were known, supply chains remained under-documented. The concept underpinning the Made in Libya initiative, which intended to allow small producers to connect to schools to ensure synergies between the two activities, while valid in theory, was not grounded in data of a satisfactory level of detail – with the result, as will be seen in subsequent sections, that the suppliers that could adequately respond had to be large scale food retailers and importers.

63. Cooperating Partners (CPs) used different methods in the beneficiary selection process for both activities. Many only registered beneficiaries if they fitted local priorities and were known to Municipalities as requiring assistance. Some relied fully on the lists received from Ministries and municipalities without conducting independent verification. Ad hoc verification of implementation was carried out through in-person visits, especially in the south, or phone calls, particularly during the COVID-19 pandemic by Moomken.⁶¹ The evaluation finds that there was little contextualized targeting, and an over-reliance on visits and contacts in defining the beneficiary groups.

64. Occasional studies were commissioned around needs, in particular: the pilot initiative which was commissioned to the United States Institute of Peace for an early warning and early response system in the southern region (Ubari). An agricultural assessment of Tawergha was conducted prior to the launch of the hydroponic pilot project.⁶² This assessment was relatively thorough, including interviews with farmers, farmer groups, municipality members, FGDs with unemployed men and women. The Agricultural Assessment provided recommendations for various WFP interventions, including hydroponics, which was found to be ideal for farmers in Tawergha. Other interventions recommended included: establishing a bakery, productive grants for agro-inputs to farmers, production of fodder, and FFT, especially for women. These were formulated in such broad terms as to allow all outputs from Activity 2 and Activity 3 to fall within them.

65. In 2023, the Ministry of Agriculture, Tatweer Research (commissioned by WFP and funded by the German and Italian governments) conducted the Fezzan Agricultural Assessment⁶³. This was the first assessment of smallholder farmers in the Fezzan region (South) since 2006. The objective of the assessment was to understand the characteristics of farms in the region, including productive units as well as providing a profile of farmers and their challenges. The assessment was based on a quantitative survey and semi-structured interviews with 3,988 farmers (out of an estimated 6,700 farmers). The assessment generally provided rich information on farming. However, the majority of the interviewed farmers were men, and the assessment therefore provided limited insight into the role of women in the agricultural sector. Based on the assessment, a number of recommendations were formulated concerning the conduct

⁶⁰ The Libya Cash & Markets Working Group (CMWG) is a collaborative organisation set up by the UN in June 2017 that plays a key role in coordinating market and cash transfer interventions in Libya. Its main objective is to support humanitarian efforts by providing accurate information on market functionality and price trends, in order to effectively guide cash-based responses.

⁶¹ Moomken is a Libyan NGO based in Tripoli which operates youth development centres across the country. It has over the evaluation period increasingly engaged in field monitoring, contracting local verifiers that are able to observe the conduct of activities and write short reports. It works with WFP as well as on projects for Germany's Gesellschaft für Internationale Zusammenarbeit, and the United States Agency for International Development.

⁶² WFP. General Agricultural Assessment for Tawergha regions. 31 March 2022.

⁶³ <https://www.wfp.org/publications/2023-libya-executive-summary-fezzan-agricultural-assessment>

of further research and training which were not aimed at any organization or initiative.⁶⁴

66. The Ministry of Agriculture (MoA) did not have a budget for implementing even the broadest of these recommendations and requested WFP's assistance, which were in line with the WFP Interim Strategic Plan and Country Strategic Plan already. The MoA staff reported that the Fezzan Assessment was the only area of collaboration with WFP. The evaluation was not able to identify studies on market functionality or market risk identification.

Sub-question 1.2 To what extent was WFP's work coherent and aligned with national and sector-wide priorities, policies, strategies and programs? In particular the alignment and interdependencies with relevant government ministry policies?

Finding 2 In the absence of national policies on school feeding and smallholder support, WFP pragmatically aligned with Ministry counterparts and adapted modalities to local needs, but strategic coherence was limited by informal agreements, weak government ownership, and short planning cycles.

67. A Memorandum of Understanding (MoU) was signed with the Ministry of Education for school feeding, in the West, in 2021.⁶⁵ This was phrased in broad terms to allow access to schools by WFP and its partners. WFP has consistently argued in public meetings for the value of school feeding, such as the timely provision of nutritious food. No national policy was formulated in this area, in contrast to pre-2011 practices.

68. In the absence of any public policies specifically covering small holder farmers or School Feeding, WFP cultivated good relations with the Ministries of Agriculture and Education in Tripoli. There were frequent consultations and joint visits organized to accessible locations in the field, taking into account security and access limitations. This resulted in cordial relations and broad alignment and even political support by these Ministries, flowing into similarly positive relations with their counterparts in the east of the country. The senior civil servants met for the evaluation showed broad support for WFP in interviews, but also a degree of dependency on WFP for information. In spite of occasional high-level opposition to school feeding (we are a rich country, we cannot give priority to international aid' said one key stakeholder in the west), they endorsed the principles of children benefiting from a full day of education, and of preventing malnutrition for the less privileged. They described the schools, the small holders and small businesses as falling into policy gaps and hence needing the support of WFP.

69. According to WFP staff, the MoE has recently (orally) requested the organization to assist in the preparation of a school Feeding Strategy. School feeding is at the time of the evaluation being phased out as a result of the WFP Refocusing Strategy. It was reported by WFP that the continued engagement in school feeding would require government commitment and 50 percent funding by WFP.

70. In the absence of clear national policies and amid challenging local conditions, WFP adopted a highly pragmatic approach. The clearest sign of its responsiveness to evolving needs was the diverse range of methods it used across its activities over time. For example, in school feeding programs, WFP initially focused on sourcing food locally (home-grown school feeding), but later shifted to purchasing from retail vendors, often relying on imported goods. One school headmaster even noted receiving milk from the Netherlands. In livelihood support programs, WFP demonstrated flexibility by testing different initiatives

⁶⁴ For example the recommendation titled 'Women' reads: "Advocating for equitable land ownership and fostering societal acceptance of equal employment opportunities. Creating the enabling environment for equal and fair job opportunities across the food chain. Create a policy and investment-enabling environment across the food chain that encourages the creation of equal and fair job opportunities across the Libyan society." More concerning, the evaluation notes that in 2023 Tatweer also published a Fezzan Agricultural Assessment, 'Agrolab Needs Assessment Analysis' about five selected cities in the southern region. This assessment is declared to be owned and conducted by Tatweer Research, with support from UNDP's Local Peacebuilding and Resilience Programme, and funding from the European Union. The content of two documents could be confused for one another. The WFP funded document does not acknowledge the existence of the other, nor vice versa.

⁶⁵ <https://moe.gov.ly>

and moving on if they failed to gain traction. In Sebha, for instance, four successive potential locations were considered for building a marketplace. After engaging with the community and local religious leaders, WFP ultimately selected the site that showed the most promise and was successfully functioning at the time of the evaluation visit.

71. These adaptations were constrained by the planning cycles and availability of funding in WFP. There were cases where school feeding programs had to be implemented during the fasting period of Ramadan to support a full day of classes (this is traditionally a time when work activities are curtailed during the day, including school teaching and administration – normally, assuming normal availability, the food should have been provided before or after this period); they were discontinued after two months when the unexpectedly available resources were depleted. In the case of livelihoods in Benghazi, Cooperating Partners repeatedly mentioned the lack of lead time required to identify beneficiaries and facilitators. The evidence seen by the evaluation included hastily assembled expertise to deliver short trainings (for example a hairdresser from Cairo coming to explain how to run a salon in Benghazi, with little knowledge of the complexity of establishing a business in Libya and supported by the provision of low-quality equipment to the trainees).

Sub-question 1.3: To what extent were the WFP's mechanisms for accountability to affected populations and other stakeholders designed appropriately?

Finding 3 WFP's accountability mechanisms for the evaluated activities were fragmented and underutilized, relying heavily on partners for reporting, lacking direct feedback channels and disaggregation, and offering limited institutional learning or engagement with government counterparts.

72. WFP staff movements were continually constrained by the need to obtain permits for visits, and by social distancing norms during the pandemic. Direct contact with beneficiaries, and upward outcome-based information flows, were mediated by CPs, public officials, and to a lesser extent National Program Officers. WFP did not implement Post Distribution Monitoring for the evaluated Activities and relied on CP reporting for the output level data and consultations with beneficiaries. Outcome data were disaggregated (for the West, East, South), but output data were not, which the CO could not explain.

73. WFP (through the Third-Party Monitor company Moomken cited earlier) organized regular Quality Control Calls to collect the parents' feedback and the experience of schoolchildren. This is delivered by the Emergency Telecommunications Sector which launched the telephone-based Community Feedback Mechanism (CFM) in 2020. The reports were prepared by local verifiers with some review by Moomken.

74. The monthly reports do not disaggregate between WFP and other activities, and there is no dedicated reporting for the two evaluation focus Activities. From October to December 2024, the hotline recorded 26,024 cases, with 88 percent of the cases related to food assistance requests. Most callers were Sudanese refugees, highlighting the significant demand for food assistance.⁶⁶ Through Moomken, WFP responded quickly to the flood-affected areas in Derna in 2023 by adding three additional operators, increasing the number of cases from 6,000 to 11,000 per month. However, registered CFM cases remained low, at 757, with only three percent coming from flood-affected internally displaced people (IDPs).⁶⁷

75. The evaluation did not find evidence of adjustments triggered by such reports, although it should be noted that such adjustments are made by programming staff on a rolling basis and they may well have used the input from the monthly reports.

76. Moomken also monitors the outcomes for school feeding and livelihoods training. The CP perception of the quality of the reports is that these are heavily constrained by formal criteria around the physical delivery and are not able to consider actual beneficiary outcomes (which would arguably require visits after delivery). The evaluation observed that the reports remain very detailed, with little analysis of

⁶⁶ ACR 2024.

⁶⁷ ACR 2023

success factors or constraints. For example, the WFP M&E school feeding Dashboard notes solely that in February 2024 in Tawergha the number of staff inside the kitchen was 14, with only 1 female staff. The containers used for food delivery were not in good condition. The school kitchen did not have a ventilation system and an air conditioning system; fruits were not dried with disposable paper but with a towel that is washed and reused.

77. The most significant source of dialogue with beneficiaries (small businesses, schools, communities) for the two activities was provided by the Cooperating Partners through their ongoing work activities, in particular Tatweer, Kafaa, Asarya, Fezzan Libya Organization, and to some extent by WFP National Program Officers' exchanges with local stakeholders and local communities. This was then channeled through the international Program Managers to the RAM Unit, but the prevalence of movement restrictions (with a widespread system of clearances and permits required) rarely allowed triangulation of the information provided by partners and communities.

78. While needs analyses and monitoring of delivery was mostly done on a case-by-case basis by the National Program Officers (who consistently and extensively travelled regularly to all the areas in the country where needs were identified by partners), the MoE and MoA personnel (in east and west) described a lack of data available to themselves. The needs priority setting approach was based on what national WFP staff reported on locations, and negotiations with various institutions. The schools visited in the Tripoli case study (Sheida Hajer, Shuhada Qaser ben Ghashir) as well as Benghazi (Suliman Al Farsi) were relatively well-off. Those visited in Tawergha and Derna were situated in crisis hit areas where reconstruction needs were shared across all institutions. The evaluation did not find any analysis of food market supply chains, nor even an analysis of the suppliers used for the school feeding activities.

Sub-question 1.4: To what extent was the program intervention response to COVID-19 effective and appropriate?

Finding 4 WFP adapted effectively to the COVID-19 crisis, maintaining food assistance, school feeding, and coordination functions, though monitoring and feedback mechanisms were limited in scope and less inclusive of the most vulnerable groups.

79. As stated in the 2020 Annual Country Report, after nine years of political, security and economic volatility, WFP's programming in Libya became of even more vital importance when coupled with the impact of COVID-19. Relative to the rest of the world, Libya did not overly suffer from the COVID-19 cases. According to WHO, in Libya, from January 2020 to October 2023, there were 507,269 confirmed cases of COVID-19 with 6,437 deaths. As reflected globally, barring the western Pacific (which suffered a late spike in cases in January 2023), COVID-19 cases in Libya were reported at their highest in January 2022 and fell sharply by March 2022⁶⁸. According to the Libyan National Centre for Disease Control (NCDC) by October 2023, 3,739,158 of the 6.7 million population had received a vaccine and only two cases of COVID-19 were reported in October with 0 deaths.⁶⁹

80. However, the pandemic had a highly varied effect depending on the population categories. Migrants, already living in vulnerable and precarious situations, were amongst the populations most at risk of negative impacts during the pandemic due to their limited access to social services, and even their reluctance to visit the assistance sites.⁷⁰ The COVID-19 pandemic profoundly affected the psycho-social well-being and protection of migrants and vulnerable communities in Libya. Interviews with health staff and migrant community leaders across various regions show a multifaceted impact, including isolation

⁶⁸ <https://data.who.int/dashboards/covid19/cases?n=c>

⁶⁹ <https://ncdc.org.ly/Ar/situation-of-corona/>

⁷⁰ Orcutt M, et al. Global call to action for inclusion of migrants and refugees in the COVID-19 response. [Lancet](https://doi.org/10.1016/S0140-6736(20)30951-1). 2020;395(10235):1482–3.

measures, economic repercussions, and changes in healthcare policies.⁷¹

81. The pandemic severely affected the ability of WFP to maintain contact with partners and communities, although the hotline was frequently used and Moomken continued its work, including the compliance of partners and beneficiaries with safety measures. Staff were asked to work remotely, which contributed to communication difficulties. However, the organization contributed significantly to the international response.⁷² Under its third Strategic Outcome, WFP strengthened the humanitarian community's capacity by leading the Emergency Telecommunications and Logistics Sectors, as well as managing the UN Hub in Benghazi and the UN Humanitarian Air Service (UNHAS). A recent evaluation commented favourably on the latter's effectiveness.⁷³

82. School closures from March 2020 created challenges in collecting data on enrolment, retention and dropout rates of schoolchildren, so WFP went beyond standard indicators to gain deeper insights on how the pandemic affected families through a PDM. Monitoring showed that among households with school-age children, 81percent reported that children could not attend distance learning classes due to lack of internet availability, computer equipment and money to acquire these resources, leading 17 percent of families to withdraw their children from school.⁷⁴ However, the WFP Annual Country Report (ACR) for 2020 and the 2021 evaluation noted that those who confirmed their receipt of WFP assistance said that the distribution adjustment through take-home rations made a difference by increasing their children's intake of nutritious food and helped boost their attention spans for distance learning classes, in line with WFP's objective to support children's ability to learn. The monitoring systems described in preceding subsections allowed WFP to largely continue monitoring activities as normal.⁷⁵

2.2. Evaluation question 2: How effective has WFP been in meeting the objectives of its interventions and specifically in responding to the needs of its target beneficiaries?

Despite a very challenging context in terms of security, a two-government state, and the lack of a co-located CO (CO-staff holding duty stations outside Tripoli and Libya) WFP persistently implemented Livelihoods and School Feeding activities across the country. Yet, the difficult conditions often led to activities not being implemented as per the plan and timeline, which affected effectiveness.

Whereas the Food for Training (FFT) activities appeared to be relatively successful in leading to employment and viable businesses, other livelihoods interventions were less well-planned and successful, e.g. the hydroponics pilot project.

WFP applied several modalities for school feeding (procuring date bars, preparing food through catering companies, creating central kitchens near schools) and struggled to find a modality which satisfied the students, parents and the school staff and which was durable and not too expensive. Targeting of schools appeared to some extent to be based on practicalities (who could receive the food) rather than

⁷¹ Final Evaluation of the EU Trust Fund COVID-19 response in Libya, Emery Brusset et al., June 2024, DG Near, 138778/DH/SER/Multi, Request for services N°2023/444535

⁷² Final Evaluation of the EU Trust Fund COVID-19 response in Libya, Emery Brusset et al., June 2024, DG Near, 138778/DH/SER/Multi, Request for services N°2023/444535

⁷³ Final Evaluation of the European Union Trust Fund COVID-19 Response in Libya, Emery Brusset et al. 2024

⁷⁴ WFP Annual Country Report 2020

⁷⁵ "The World Food Programme response during the COVID-19 pandemic reached a total of 18,000 students (10,572 girls and 10,182 boys)... 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 " Decentralized Evaluation, General Food Assistance and School Feeding Programmes, Libya 2017-2019, Published 2021. The July 2020 Country Brief stated "WFP, is organizing a second round of take-home school feeding rations, distributing date bars to 18,379 schoolchildren and their families in Alkufra, Alqatroun, Alsharkiya and Ghat in early August. Distributions are undertaken by school officials outside of curfew hours and with all COVID-19 precautions in place." WFP Libya distributed the remaining stock of fortified biscuits to schoolchildren at the end of the school year.

on a thorough vulnerability assessment.

For both Livelihoods and School Feeding, the expected outputs were, for most years, very far from being achieved. The same was true for livelihoods outcomes, whereas for school feeding the scattered nature of the data prevented a full analysis.

Sub-question 2.1: To what extent were the outputs and outcomes of the Livelihoods and School Feeding activities achieved, and what were the major internal and external factors influencing the achievement or non-achievement of those outcomes?

83. In this section, the results of Livelihoods and School Feeding activities during the course of the ICSP and CSP, and various initiatives under the two activities, are discussed. The initiative linking the two activities, which is named Made in Libya, is also presented, but will be further discussed in 4.1. As the outputs and outcomes are monitored at an overall level, not linked directly to the different initiatives, output and outcome achievement are discussed separately.

Towards an integrated approach: the Made in Libya initiative

Finding 5 WFP introduced the Made in Libya initiative in 2022 to integrate livelihoods and school feeding under a single food systems approach, but prior to this, the activities were implemented separately with no strategic linkage.

84. During the period 2019 to March 2022, the Livelihoods and School Feeding activities were implemented separately and without linkages. In April 2022, WFP Libya launched a new initiative, the Made in Libya initiative.⁷⁶ Under this new initiative (integrated program) all ongoing and new Livelihoods and School Feeding interventions were planned to be linked under three components:

- 1) Food production. This entailed production of products such as vegetables applying the hydroponics cultivation technique, and FFT for people in jobs related to the local food system, maintenance of equipment and improved agricultural techniques. Market training and follow-up after the training were also included.
- 2) Food transformation. This included FFT (Food for Training) in cooking, baking, preparation and packaging of daily produce, and beekeeping. Previously rehabilitated markets and bakeries, which had been equipped were also included under this component.
- 3) Food Consumption. This included the already on-going school feeding as well as the innovative School Feeding Central Kitchen program introduced in the school year 2021/2022. The program aims to support the most vulnerable children through a platform that delivers multiple benefits across different sectors: WASH, nutrition, education and food security.

Livelihoods

Food Assistance for Training (FFT)/Cash For Training (CFT)

Finding 6 WFP's vocational training model through FFT/CFT was inclusive and moderately successful, with high completion rates, strong participation of women, and income generation for many graduates—though early support was limited and success varied by sector and location.

85. One of the main interventions under livelihoods was Food Assistance For Training (FFT) and Cash for Training (CFT) focusing on vocational skills aligned to the needs of the local job markets, helping to ameliorate the long-term effects of Libya's protracted crisis on livelihoods and local economies. These interventions were intended to increase household resilience and reduce reliance on coping strategies to meet food needs. The total number of beneficiaries under this intervention is presented under Chapter 1 (Subject Evaluated). The main CPs responsible for the training were Kafaa in the West and South, Asarya in

⁷⁶ WFP. 2022. Made in Libya. Stability and Food Systems. April 2022.

the East and South, and Tatweer in the East.

86. During the period 2019-2022, it was reported that Kafaal trained more than 4,000 people in the West and South with at least 50 percent of the trainees being women. The training consisted of 60-100 hours of training in business development? over 2 months, plus one-week training in marketing. A feasibility study (rapid market labor assessment) was conducted to identify the most relevant types of business. The subjects of training for men were for example generator fixing, phone fixing, solar points, IT-skills, water pumps fixing, and decoration of houses. Specific skills training for women included: catering, sewing, hair making, packing, processing. People living with disabilities were mainly trained in phone repairing (about 20 people). The targeting of the trainees was first based on stated interests (in applications), after screening the applications for motivation several other criteria were applied: youth (18-40 years) and women, vulnerability (priority was given to female-headed households), physical ability to implement the business. The trainees were then requested to prepare a business plan. The FFT beneficiaries received 2 boxes per month (totally 4 boxes) with lentils, chickpeas, and tomato paste (chickpeas are not common in Libya so they were not appropriate⁷⁷).

87. Initially, the trainees (about 3,900 people) received only a small start-up support (kits and items used under the training). It was later realized that more substantial start-up support was needed, and in 2021-2022, 100 persons were organized into ten savings groups, including sewing (12-20 female members), catering (13 female members), coffee shops (3 men), and construction (quantitative output data not available⁷⁸). Kafaal provided training in the organization of the groups and provided 70 percent of the funding, whereas the beneficiaries provided 30 percent of the funding. According to Kafaal some of the businesses were still functioning at the time of the evaluation mission (sewing center, coffee shops, etc.). Kafaal conducted follow-up reviews 3, 6, and 12 months after the training for both types of beneficiaries (small and big start-up support). The last follow up was in June 2022. The FFT mainly targeted urban areas.

88. WFP follow-ups call with all CPs and their FFT-graduates found that 55 percent of the persons graduating between 2021 and 2022 retained jobs after completing the vocational training (60 percent among women graduates and 40 percent among men graduates).⁷⁹

89. Below, examples of follow-up reviews of different CPs are presented.⁸⁰ As seen in Table 10: Training conducted by Kafaal in the West 2020

90. A high percentage of the trainees completed the Kafaal courses (94 percent) with no major difference between the different types of course. Yet, the extent to which the trainees started generating an income differed considerably with car fixing as the most successful type of business and air-conditioner installations, phone fixing and sewing businesses as least successful (in terms of the number of people generating income and the monthly average income). According to information from Kafaal, the percentage of trainees generating an income 4 - 5 months after the training was 58 percent, which must be considered as relatively good.

⁷⁷ KII with Kafaal.

⁷⁸ No explanation was given from the Cooperative Partner (CP) as to why this data was not available.

⁷⁹ ACR 2022.

⁸⁰ The follow-up reviews were conducted by the CPs some months after the training. No clear system seemed to be in place regarding the time of the follow-up reviews, and it thus depended on the CPs' decisions.

Table 10: Training conducted by Kafaa in the West 2020

Training Course	Persons starting course (#)	Persons completing course ((#)	Persons started generating income (#)	Average income/ Month (LYD)	Average course duration (months)
Zwara city					
Car fixing	12	12	12	1440	2
Air-condition installation and fixing	15	12	3	480	2
Cooking course	28	28	21	600	1.5
Jumail city					
Cooking course	20	20	12	650	1.5
Haircutting course	6	4	3	600	0.5
Phone fixing course	14	11	3	200	1
Regdalin city					
Haircutting course	20	20	8	600	0.5
Cooking course	20	20	11	1500	1.5
Azzawya					
Cooking course	19	16	14	500	4
Sewing course	18	18	7	600	4
Zoltan city					
91. Cooking course	15	15	15	560	1.5
Total	187	176	109		
Total (percentage)	100	94	58		

Source: Training conducted by Kafaa in the West 2020 Follow-up income summary

92. The two tables below (Table 11 and 12) show the employment status of the trainees after the finalization of the training. As seen from Table 11, 71 percent of the trainees in the West were working, either in business related to the training, had started own business or were working in business not related to the training. Only 29.1 percent were not working (21.6 percent looking for job and 7.5 percent not interested in working. In the East (Table 12), the percentage of the trainees working was considerably lower, i.e. 50 percent, however, it should be mentioned that this follow-up was conducted later (approximately one year after the training) than the follow-up in West (3-6 months after the training).

Overall, for both West and East, the percentage of trainees at work at the time of the follow-up can be considered good.

Table 11: Employment status of trainees succeeding training (Kafaa, West 2021)⁸¹

Status	Number of persons	Percentage of total number of persons
Working for business related to training	564	44.6
Working for business not related to training	271	21.4
Started own business	59	4.7
Not working but looking for job	273	21.6
Not working and not interested in working	95	7.5
Unreachable	2	0.2
Total	1264	100

Source: Training report from Kafaa in the West 2021.Follow up review (2021).

Table 12: Employment status of trainees succeeding training (Asarya, East 2022/2023)⁸²

Status	Number of beneficiaries	Percentage
Working	506	50
Further support needed	366	36
Studying	26	3
response	7	1
Unreachable	105	10
Total	1010	100

Source: Training report from Asarya in the East: Follow-up Review (2022/2023)

Hydroponics Pilot Project

Finding 7 The Hydroponics Pilot Project was not successful overall due to poor site selection, limited community buy-in, and deviation from its original design.

⁸¹ The follow-up review was conducted 3 to 6 months after the training. Small budgets for purchase of small equipment and materials were provided after the training.

⁸² The training was conducted in 2021/2022 and the follow-up review in 2022/2023, the exact time is not known. Small budgets for purchase of small equipment and materials were provided after the training.

93. The Hydroponics pilot project was launched in 2021 (South) and 2022 (West). According to the ACR 2021 and 2022 the project was successful in generating income for the participants based on the sale of fresh fruits and vegetables, furthermore, fodder for animals was produced. No data are available on the income made by the participants⁸³ Nevertheless, the WFP staff and the CPs met during the Evaluation Mission had a different impression of the hydroponics pilot project. According to them, the original idea was to install/implement hydroponics production at the school level in greenhouses and to have local ownership (schools and local authorities) with a view to providing schools directly with fresh food. However, the implementation of the pilot project did not follow this design and both WFP staff and Kafa'a staff (the CP) agreed that the pilot project was overall not successful, though with some differences between the West and South. Thus, in the West training was conducted, but the methodology was not taken up by the beneficiaries, whereas in the South 120 people⁸⁴ were trained on fodder and 6-9 greenhouses were established using secondhand material and planting vegetables. According to the informants from WFP and Kafa'a, a number of factors contributed to the limited success: 1) The greenhouses were located on farmers' land rather than on public land (e.g. at schools). This meant that if/when the farmer failed or left the project the activity was not accessible to others; 2) There was some hesitation towards starting the hydroponics production among the beneficiaries especially in the West; 3) The local authorities were not involved in the planning of the project, which negatively impacted on local ownership and engagement in the project. 4) The locations for the hydroponic production were not always suited for hydroponics production. This was for instance the case in Tawergha (West) due to the high temperature and high humidity.

The Peace Building Fund (PBF)

Finding 8 WFP's contribution to the Peace Building Fund supported livelihoods and infrastructure in the South, but implementation was hindered by logistical delays and weak location planning.

94. The UN PBF started in August 2023 with the objective of strengthening sustainable livelihoods to promote social cohesion in the Fezzan region in the South. The UN partners are WFP, UNDP, UNICEF, and IOM. UNDP receives the largest amount from the PBF and also plays a coordinating role. WFP requested a three-months extension of the PBF till March 2025 in order to utilize all allocated funds for Activity 2, livelihoods. A second phase of the PBF has been designed to be implemented in Benghazi, East. Given the refocusing strategy of WFP, which will discontinue Activity 2 (Livelihoods), it is not likely that the organization will be part of this phase; however there has been no official statement to confirm this.

95. In the first phase of the PBF, WFP contributed 2 components:

- Livelihood/job creation. WFP started with Food for Training (FFT), but this was later changed to Cash for Training (CFT) as it matched the needs of the beneficiaries better. Delivering cash is, however, a safety issue due to the high risk of robbery, according to UN staff interviewees. WFP also implemented "human capacity training" for small-scale businesses where the beneficiaries received kits (kitchen utensils, agricultural inputs) or small funds to start up the activities. The focus was on youth and women. The CP, however, experienced challenges in delays in the delivery of the items (due to transport issues, price changes, items not being available locally).
- Social cohesion. WFP successfully constructed markets in Sebha and Ubari, however, the construction of a second market in Sebha (the Hijira market) experienced challenges. According to WFP staff, no pre-assessment was conducted to identify the most suitable location of the Hijira market since the location of the two markets had already been endorsed by the Sebha municipality. This combined with issues with the local authorities resulted in failed attempts of market construction and the need to find new locations. WFP played a crucial role in providing logistical support and funding for the construction of the market. However, the planning, design, and licensing processes were primarily the responsibility of the municipal council and market committee to ensure

⁸³ ACR 2021 and ACR 2002.

⁸⁴ According to the ACR 2021, 150 people were trained.

local ownership and sustainability. Some challenges occurred in dividing the revenue, thus, the Ubari market was largely un-operational at the time of the evaluation mission due to a disagreement between the municipality and the Agricultural Association regarding revenue management. The three markets are further discussed in section 2.2. and 5.2.

96. During the period 2023-2025, WFP collaborated with JICA Tunisia regarding training of Libyan youth and entrepreneurs as well as government officials applying the Kaizen approach⁸⁵. Three rounds of training took place: February-March 2023, November 2023, and January 2025. The training took place in Tunis. In total, about 100 people were trained for one week. The training focused on enhancing the business skills and productivity of the trainees⁸⁶. Though the Kaizen training was expected to target youth and entrepreneurs (and government officials), according to the WFP staff participating in the training, in the end only a few entrepreneurs attended the training, hence the majority were government officials.

97. In addition to the above, a few small initiatives were targeting smallholder farmers including the Sebha market, the Agri-Tech pilot project in the South, and provision of solar panels etc. for farmers in the East. These are discussed in 5.2.

Livelihoods - Output and outcome achievement

Finding 9 Livelihoods output targets for food and cash transfers were largely unmet, and while coping strategy outcomes varied by region, limited delivery likely constrained the programme's overall contribution to reducing household vulnerability.

Outputs

98. The main output data available for livelihoods interventions are food transfers and cash transfers numbers (covering all regions in Libya). The two transfer indicators were differently formulated for ICSP and CSP and separate tables are thus prepared for the two periods.

99. The two tables (9 and 10) below present the food transfers for FFT (ICSP), and food provided to people and communities through livelihoods training activities (CSP). The CSP indicator is thus considerably broader than the ICSP indicator as it also includes communities. For the ICSP, the achievement as per the planned amount of food transfer was very low ranging between 2,6 percent in 2019 to 20,9 percent in 2021.

Table 13: Food assistance for training FFT, food transfers (MT) 2019-2022, Libya

Year	Unit	Planned	Actual	Percentage, actual of planned (percent)
2019	MT	808	21	2.6
2020	MT	652	58	8.9
2021	MT	963	201	20.9
2022	MT	799	149	18.6
Total		3222	429	13

Source: WFP Libya ACR 2019-2022

⁸⁵ The Kaizen management approach supports an environment of continuous learning, integration, and innovation in a culture of continuous improvement, based on the idea that small ongoing positive changes can reap positive developments (Source: WFP Facebook. Japanese Kaizen Management Approach to Libyan Youth and Female Entrepreneurs).

⁸⁶ WFP. Empower Libyan entrepreneurs and government officials through the innovative "Kaizen" approach.

Table 14: Quantity of food provided through livelihoods training activities 2023-2024 (MT), Libya

Year	Unit	Planned	Actual
2023	MT	675	NA
2024	MT	559	NA
Total		1234	

Source: WFP Libya ACR 2023-2024

100. Cash-based transfers during the ICSP (Table 15), showed a slightly different pattern where the target for one year (2021) was achieved with 72.3 percent and another year (2022) USD 94,276 was transferred though the planned cash transfer was zero. In other years (2023-2024) the actual amount transferred was either zero or very low (6-12 percent) of the planned transfer (Table 12). The relatively higher achievement rate of cash transfers (for some years) compared to food transfers can be related to the planned change from food to cash transfers as indicated in the ICSP document.⁸⁷

Table 15: Cash-based transfers (US\$), Libya

Description	Year	Unit	Planned	Actual	Percentage
Cash-based transfers	2019	US\$	237,600	NA	NA
Cash-based transfers	2020	US\$	1,452,000	0	0
Total value of vouchers (expressed in cash)	2021	US\$	116,850	84,488	72.3
Cash-based transfers	2022	US\$	0	94,276	NA

Source: WFP Libya ACR 2019-2022

Table 16: Total value of cash transferred to people through livelihoods skills training activities (US\$), Libya

Year	Unit	Planned	Actual	Percentage, actual of planned (percent)
2023	US\$	260,610	15,946	6.1
2024	US\$	739,344	92,101	12.5

Source: WFP Libya ACR 2023-2024

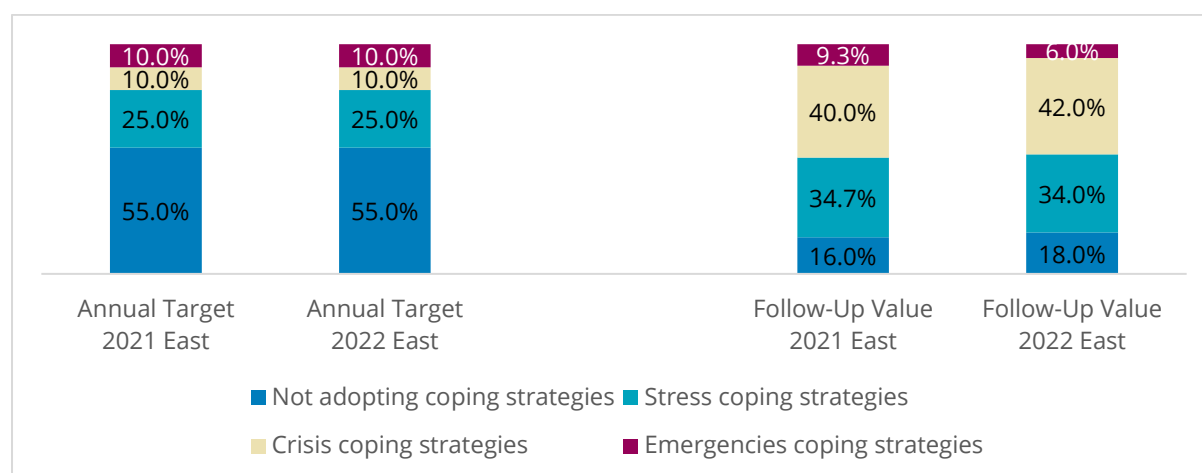
Outcomes and output contribution to outcome achievement

101. Outcome indicators are measured at regional level (East, West, and South). Data are not available for all years, in particular for the South and the East, and the data thus seem rather scattered. Below the use of Livelihoods Coping Strategies among beneficiaries of livelihoods interventions in East, West and South are presented in Figure 2, 3 and 4.

⁸⁷ WFP. Executive Board. Libya Interim Strategic Plan (2019-2020). The ICSP was later extended to 2022.

102. As seen from Figure 2 covering the years 2021-2022 in the East, the beneficiaries coped less well than expected; hence 55 percent of the beneficiaries were anticipated not to adopt coping strategies, however, in reality, only 16-18 percent were not adopting coping strategies. Hence, large groups of beneficiaries adopted either stress coping strategies (34-34.7 percent) or crisis coping strategies (40-42 percent).

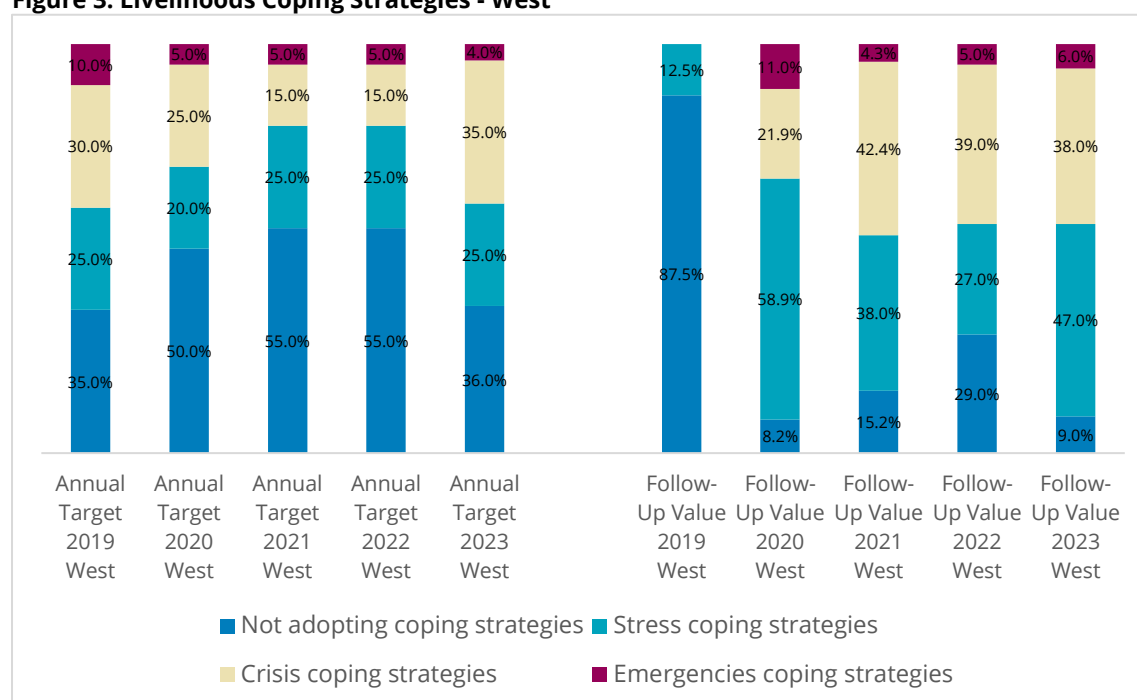
Figure 2 Livelihoods Coping Strategies – East



WFP Libya ACR 2021-2022

103. Figure 3 shows the use of coping strategies in the West during the period 2019-2023. As seen from the figure, the beneficiaries coped better than expected in 2019, where 87,5 percent were not adopting coping strategies as compared to the target of 35 percent. However, in the following four years (2020-2023) the beneficiaries did less well than expected. Hence whereas 36-50 percent of the beneficiaries were expected not to adopt coping strategies, in reality only 8,2-29percent of the beneficiaries were able to do so, with 2022 being the best year (29 percent). Rather during the years 2020-2023, the beneficiaries adopted stress coping strategies (27-58.9 percent) or crisis strategies (21.9-42.4 percent).

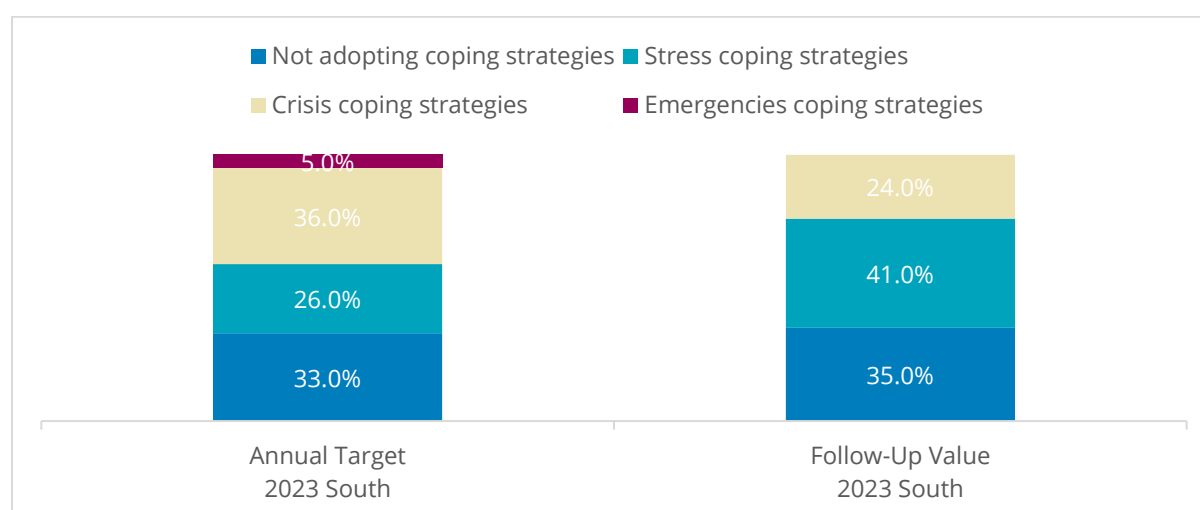
Figure 3: Livelihoods Coping Strategies - West



Source: WFP Libya ACR 2019-2023

104. In contrast, the beneficiaries in the South (Figure 4) did better than expected, hence 35 percent abstained from using coping strategies (planned 33 percent) and 41 percent applied stress coping strategies (planned 36 percent) rather than more serious coping strategies (crisis and emergency coping strategies).

Figure 4: Livelihoods Coping Strategies – South



Source: WFP Libya ACR 2023

105. Overall, as discussed earlier, the output achievement for food and cash transfers were far below the targets (except in 2021) and is thus not likely to have contributed much to livelihoods coping strategies or rather assisted the beneficiaries in not adopting coping strategies. Hence as discussed above, apart from 2019 West and 2023 East, the beneficiaries coped less well than expected.

School feeding

Finding 10 WFP's school feeding interventions evolved from emergency rations to the Central Kitchen modality, but implementation was hampered by weak government data systems, shortfalls in delivery, and operational challenges, resulting in limited evidence of sustained outcome-level improvements.

School feeding - development over time

106. WFP Libya has applied different modalities for school feeding, starting with emergency school feeding with provision of date bars to the Central Kitchen approach with creation of local jobs, as presented below.

107. In 2019, WFP and MoE started school feeding as a pilot project based on a MoU with focus on the Southern region, which had the highest level of food insecurity. It was agreed to provide date bars purchased in Egypt and Jordan. The date bars were distributed directly by WFP on a monthly basis to the school teams, without the use of CPs. WFP also organized home visits for monitoring purposes. The target criteria for schools were food insecurity and vulnerability, including a high percentage of IDPs.

108. Responsibility for school feeding was then moved to the Prime Ministers' Office (PMO), but this was not successful due to lack of support from the PMO, and a new MoU with the MoE was signed. Distribution of date bars continued in 8-9 municipalities. WFP capacitated MoE teams to distribute date bars and conduct monitoring. Complaints about the date bars (being harmful) started to occur; in response WFP launched a communication campaign (e.g. using radio) to convince local communities about the date bars.

109. Between 2020 and 2022 school feeding was constrained due to the COVID pandemic, but also due to the lack of an agreement with MoE. The 2021 evaluation noted initial resistance to the introduction of school meals.⁸⁸ Following this, WFP tested different modalities for school feeding such as providing school meals based on agreements with catering companies, for instance in Tripoli. This was, however, very costly (2.5-3 USD per meal), more than double the Central Kitchen modality (0.9-1USD per meal). Furthermore, the school meals provided by the catering companies were not universally appreciated, due to the use of lower quality products and poor packaging. The case study evidence collected views that were so contrasted about the quality of the catering work, even within a single school, as to indicate other issues not shared with the evaluators. The issues could pertain to the supply chain and local management of schools, as the evaluation could not collect consistent evidence relating to the quality of the food.

110. In 2022, WFP adopted the Central Kitchen modality after a MoE visit to Egypt. The new modality started in Benghazi in 2022; in 2023 the Central Kitchen was launched in Tawergha (West) and Derna (East). Central Kitchen provided dry meals with tuna sandwiches, fruits (banana, apples), yogurt, milk and date bars. The main partner for the Central Kitchen was Asarya. According to WFP national staff, various challenges arose in relation to the Central Kitchen modality: 1) Children were dissatisfied that there was no change in the menu; 2) Access issues regularly occurred, and WFP had to rely on the MoE teams; 3) Funding was another issue, especially in relation to providing a more varied menu. The interviewed WFP staff narrated that setting up kitchens for the new modality was challenging as they had to identify the location for the kitchen and buy equipment. On the positive side, local jobs were created. The Central Kitchen modality is further discussed below and in section 4.1.

111. Date bars were still being distributed after the launch of the Central Kitchen; hence, the two

⁸⁸ 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." Paragraph 82, Decentralized Evaluation 2021. This was echoed by WFP staff during the present evaluation's interviews although no specific reasons were given.

modalities were running in parallel until the date bars were phased out in 2023. Take home rations in the form of date bars were, for instance, provided after the COVID pandemic. WFP had an excess stock of date bars and distributed these to compensate for the missing time in the academic calendar due to the late start of the schools. The date bars were generally not appreciated by the communities and children, who compared these with the school meals under the Central Kitchen (tuna sandwiches which are a local staple, fruits, yogurt or milk). According to WFP staff, distribution of date bars was much simpler to implement than the Central Kitchen modality and they therefore continued with this modality.

112. In relation to emergency response, WFP provided school feeding to encourage people to send their children to primary schools in Derna after the flooding in 2023.

113. In 2023, WFP joined the Full-School Day initiative launched by the MoE. The plan was to target 12 schools with a total of 3290 students in the school year 2023-2024, allowing the students to attend school for a full day instead of the usual two shifts (morning and afternoon)⁸⁹. WFP agreed to provide school feeding, i.e. breakfast and lunch. The case study from Tripoli: Full-school day initiative (Tripoli, Qaser Ben Gasher), ([Annex 13 Case Study Boxes](#)) presents some of the challenges of the initiative.

114. Tawergha, previously a city of 30,000 people, located 250 km outside Tripoli, has received special attention from WFP. During the Libyan Civil War, the city was the site of intense fighting before it was forcibly evacuated by anti-Gaddafi forces in 2011. Tawergha was left as a “ghost town” and the population has only recently started to return home. WFP together with UN partners, e.g. UNICEF and UNDP, are rehabilitating and renovating schools in Tawergha with WFP applying the Central Kitchen modality. The case study box 2 Tripoli: Tawergha city – Central Kitchen ([Annex 13 Case Study Boxes](#)) mainly focuses on the school feeding component; the link with the livelihood’s component is further discussed in 4.1.

115. According to ACR 2024, the Full School Day initiative was terminated after 2 months following a WFP re-prioritization exercise, which shifted focus from life-changing to life-saving activities^{90,91}. The Central Kitchen in Tawergha continued until the general phase out of school feeding and livelihoods by the end of 2024.

116. As seen from the case of the Central Kitchen in Tawergha, according to school staff interviewed, only a very small percentage of the children in the schools visited (estimated 4-8 percent) come from poor families and seem to be in real need of the school meals. In the school visited in Tripoli selected for the Full School Day Initiative the percentage was relatively high (30percent); the school feeding was however discontinued after 2 months. WFP’s targeting of school is expected to be based on vulnerability; yet, based on the evidence from the field (though limited), it seems that the vulnerability criteria is not always applied in the selection of schools. In the case of the Full School Day Initiative, the school feeding was launched during the Ramadan due to a delay in the implementation. This both excluded many schools (only schools with small children could be targeted) and led many schools to refuse participation in the initiative⁹². This indicates that the targeting in some cases was based on practicality (who would receive the food) rather than on vulnerability. The many complaints from MoE staff, school staff, teachers and parents in some schools about the food not being up to standard witnesses about children coming from relatively well-off families.

School feeding - outputs and outcomes

117. Monitoring data for school feeding under the ICSP (2019-2022) is relatively limited as school feeding was not a standalone activity (included under SO1 Crisis Response). Moreover, as reported by WFP staff, the MoE has limited capacity for data collection which is reflected in many gaps in the data on

⁸⁹ WFP Libya. Full School Day Initiative and International school feeding Day (latest update 25 February 2024).

⁹⁰ WFP. 2025. ACR 2024.

⁹¹ According to information from WFP staff, the Ministry of Education also suspended the Full School Day. Further information on the reason for and the time of the suspension is not available.

⁹² In Libya, children below 12 years are not expected to fast during the Ramadan.

enrolment, retention, attendance, drop-out, and graduation rates etc. (which are outcome data).

Outputs

118. Table 13 below presents the quantity of food provided for school feeding during the period 2019-2023. As seen from the table, the actual amount of food provided constituted a very low percentage of the planned amount of food, ranging from 2.6 percent in 2021 to 30.1 percent in 2019. As mentioned earlier, school feeding was only implemented to a limited extent between 2020 and 2022 (seen in the very low delivery rate in 2021). Moreover, it should be mentioned that the target for 2019 was very low, only about half the target of the other years, hence a higher achievement rate.

Table 17: Quantity of food provided for school feeding, Libya⁹³

Year	Unit	Planned	Actual	Percentage, actual of planned (percent)
2019	MT	302	91	30.1
2020	MT	604.8	109	18
2021	MT	604.8	16	2.6
2022	MT	604	133	22
2023	MT	613	124,1	20.2
2024	MT	818	NA	NA

Source: WFP Libya ACR 2019-2024

Outcomes and output contribution to outcomes achievement

119. As mentioned earlier, the school feeding data at outcome level (enrolment rate, retention rate, etc.) are very scarce due to the limited capacity of the government for monitoring (in both East and West). It is thus not possible to provide an analysis of the development of outcomes over time based on the available data. The data below therefore only give a glimpse of the outcomes for particular years.

120. In particular, one important indicator for school feeding is the annual change in the enrolment rate.⁹⁴ As seen from the available data from the East (2023-2024), the follow-up values in 2023 showed an impressive change of 10 percent for girls, whereas the enrolment rate of boys decreased by 1 percent. In 2024, the follow-up values were more homogenous for boys and girls through the change of enrolment of girls (4.2 percent) slightly exceeded the enrolment of boys (3.9 percent), both still not meeting the annual target of above 5 percent. The prevalence of other confounding factors in the east (population influx in Benghazi, inflation and employment in particular) do not allow the evaluation to draw a causal link between the provision of school feeding and enrolment. The former can, however, safely be assumed to contribute to the latter, as shown during interviews with pupils and parents.

⁹³ The indicators in the ICSP and CSP differed. The ICSP indicator was formulated: "Quantity of fortified food provided"; the CSP indicator was formulated: "Quantity of foods provided to girls and boys through school-based programmes". Though the ICSP indicator is referring to fortified food (date bars) and the CSP indicator is not, in practice there is less difference between the two periods as non-fortified food was also provided during the ICSP (the Central Kitchen started in 2022). Moreover, date bars were still provided for school feeding during the CSP.

⁹⁴ The enrolment rate was measured differently in the ICSP, moreover, only data from 2019 were available. It is thus not possible to provide an analysis of the development over time for the period under evaluation.

Table 18: Annual change in enrolment, EAST (female, male, total)

Region	Category	Year	Baseline (%)	End-CSP Target (%)	Annual Target (%)	Follow-Up Value (%)
East	Female	2023	0	≥5	≥5	10
East	Male	2023	0	≥5	≥5	-1
East	Overall	2023	0	≥5	≥5	10
East	Female	2024	0	≥5	≥5	4.2
East	Male	2024	0	≥5	≥	3.9
East	Overall	2024	0	≥5	≥5	4.1

Source: WFP Libya ACR 2023-2024

121. The below table (Table 19) shows the drop-out rate for school children of the host community in the South in 2019 (refugees were not allowed in the formal schools by the government). As seen from the table the follow-up value for the drop-out rate for both girls and boys met annual targets, which is indeed positive.

Table 19: Drop-out rate of the host community, South (female, male, total) ⁹⁵

Region	Category	Year	Baseline (%)	End-CSP Target (%)	Annual Target (%)	Follow-Up Value (%)
South	Female	2019	5.3	<2	<3,3	2.2
South	Male	2019	5.2	<2	<3,2	2.6
South	Overall	2019	5.2	<2	<3,2	2.4

Source: WFP Libya ACR 2019

Internal and external factors affecting the achievement of outputs and outcomes

122. The main factor affecting the implementation of Livelihoods and School Feeding and thus the achievement of outputs and outcomes is the volatile security situation. During the entire period under evaluation, 2019-2014, WFP has been operating in an environment marked by threats from militias, violence, roadblocks, and landmines, which has restricted access to specific areas and has hampered the implementation of school feeding and livelihoods activities.

123. The sanitary and security situation resulted in multiple work locations in the CO structure and habitual remote work across different time zones and working-day weeks (for example until 2023 all international staff were mainly working in Tunis, and administration, finance, human resource functions remained in Tunis). This severely affected information sharing and required heroic efforts on the part of program and logistics coordinators. This dispersion, combined with the shortage of contextual and outcome assessments, irremediably constrained the necessary knowledge management for such a wide-ranging operation.

124. The uncertainty about the future of WFP from February 2024 (many respondents expressed surprise that the activities continued into the end of the evaluation data collection in March 2025) have

⁹⁵ For the ICSP, data on the drop-out rate is only available for South 2019. The indicator is not included in the CSP.

affected planning and implementation and hence possibly the achievement of outputs and outcomes in 2024.

125. A third challenge affecting both school feeding and livelihoods is the highly conflictual polity in the country, based on a personalized style of decision making, manifested in particular by the existence of two governments in Libya, i.e. the official government in West and the government structure in the East. In the West, WFP collaborates directly with the MoE and the school feeding Committee (following up on WFP implementation) and the MoA, whereas in the East the same policies are followed albeit in a very different security and resource environment. To address the unpredictability and issues of representation WFP situated its Programme Coordinator in Benghazi for much of the evaluation period and relied extensively on the CPs. The evaluation's finding however, as evidenced by severe gaps in data, is that this did not allow WFP to overcome the fragmentation of information.

Sub-question 2.2: Have the Livelihoods and School Feeding activities positively contributed to prevent or mitigate any protection risks occurring for the affected population?

Finding 11 While WFP and its partners integrated conflict sensitivity measures into Livelihoods and School Feeding activities, their effectiveness in preventing or mitigating protection risks was limited, particularly in fragile contexts such as southern Libya.

126. WFP Libya generally adheres to “Do no Harm” principles though conducting Conflict Sensitivity Analyses in specific localities prior to launching interventions and by ensuring accountability to affected populations through the use of the Community Feedback Mechanism. Though attempts were made, e.g. under the PBF, overall, the school feeding and livelihoods interventions appeared to have made a limited effort to prevent and mitigate protection risks. Conflict sensitivity assessments were conducted before launching interventions, yet, the selected location was not always appropriate, as in the case of the Hijira market under the PBF program.

127. WFP staff reported that the CO would conduct conflict sensitivity assessments before starting livelihoods training⁹⁶. Examples of conflict sensitivity assessments were shared with the team. The assessments included an overview (context) and conflict analysis of the specific area targeted, information on coordination and programming, and recommendations for conflict sensitivity programming⁹⁷. The assessments are for internal use only and no further information can be provided; however, overall, the conflict sensitivity appeared to be of good quality and provided relevant recommendations for programming.

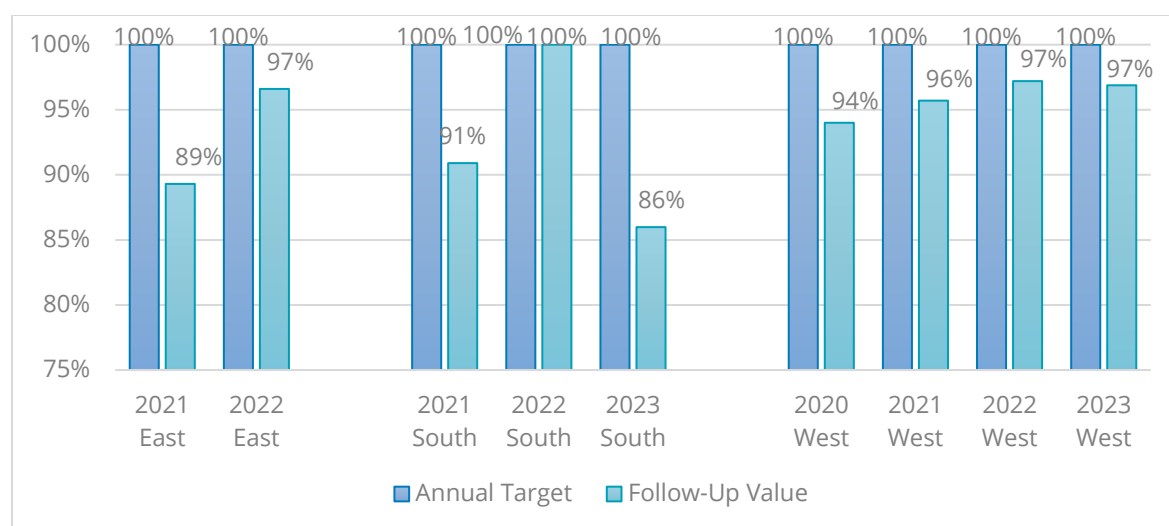
128. One of the CPs, Kafaa, further narrated how they would also conduct a pre-assessment before starting up the training. They would meet all stakeholders (business owners, ethnic groups, etc.) and do online research regarding the specific location. They would then prepare an Actor Map of all stakeholders and based on this they would select the locations of the training center. In order not to trigger conflict, they would select two different communities for the training center. WFP would try to adjust the training so the beneficiaries could work from home, provide training online, etc. This is both for security purposes and to align with the cultural restrictions for women. Nevertheless, as seen from the case study below with markets under the PBF, the different types of conflict assessment did not always prevent conflicts as in the case of the Uhari market.

129. As mentioned in 2.1. WFP was expected to contribute to the Social Cohesion component of the PBF through the construction/rehabilitation of markets in the South. Three markets were expected to be constructed/rehabilitated (Sebha, Ubari and Hijira), however, in the end only one marketplace appeared to

⁹⁷ Libya. Conflict Sensitivity in Benghazi. October 2020; Libya. Conflict Sensitivity in Nalut area. October 2020; Libya. Conflict sensitivity in Sebha. March 2021; Libya. Conflict sensitivity in Ubari. July 2021.

have been successful, i.e., the Sebha market, as discussed in case study 3 - Markets in Sebha, Ubari and Hijjira (PBF) ([Annex 13 Case Study Boxes](#)). The figure below presents the percentage of people targeted for livelihoods interventions who reported receiving assistance without safety challenges in the East, South and West (no data is available for school feeding). As in the case of outcome data, more data is available for West than for South and East. As seen from the figure, the annual target of 100 percent is only achieved in the South in 2022. Apart from this year, the South is the region with the lowest percentage of people reporting to have received assistance without safety challenges (except 2021 in the East). This is not surprising given the security situation in the region. Overall, the beneficiaries in the West appear to feel safer than beneficiaries in the South and East; hence 94-97 percent of the beneficiaries reported to have received assistance without safety challenges.

Figure 5: Proportion of targeted people receiving livelihoods assistance without safety challenges - East/South/West⁹⁸



Source: WFP ACR 2021-2023

Sub-question 2.3 Were results achieved consistently across different population groups (including men, women, boys and girls and people living with disabilities or other marginalised groups)?

Finding 12 WFP made meaningful progress in promoting gender equality, particularly through livelihoods activities targeting women and youth - but results for people with disabilities and other marginalized groups were limited, and internal gender parity challenges persisted.

Gender equality and age

130. At CO level, considerable efforts have been made to promote gender equality, e.g. in the form of gender action plans, gender budgets, and gender analysis. Yet, progress is slow as seen in for example the overrepresentation of male staff though increasing female representation is one of the activities of the gender action plan as discussed below,

131. Both activities contributed to enhanced gender equality, in particular the livelihoods activity: Food for Training which targeted women (and youth), whereas disability received less attention. WFP Libya has made considerable efforts to integrate gender equality into the ICSP and the CSP though there are also gaps. According to information from WFP staff, gender actions plans have been prepared for all years except 2024, the reason for this was indicated as “the changes in the office”. The Gender Action plan

⁹⁸ In the CSP (2023) the indicator was formulated slightly different: “Percentage of beneficiaries reporting no safety concerns experienced as a result of their engagement in WFP programme”.

reviewed (2022) includes objectives, work plan with key activities, time frame and responsible unit,⁹⁹ The action plan is of good quality including relevant activities under three headlines: 1) Systematic integration of gender equality into policies, operations, communications and knowledge management products; 2) Collection of age and sex disaggregated data, preparation of gender analysis, and inclusion of this into the programming; and 3) Strengthen gender capacities of CO staff and CP's and integration of this into the daily work and organizational culture.¹⁰⁰ The Gender Action Plans are not allocated specific budgets and there is no monitoring of the plans. A Gender Focal Point has been in place throughout the ICSP and CSP. The Head of Program is acting as Gender Result Network (GRN) CO member together with the Gender Focal Point.

132. The CSP gender budget at activity level (Gender Planned cost by activity) allocated significant amounts for gender activities, in particular for livelihoods (no data is available for the ICSP). Hence, the gender budget for livelihoods for 2023 was USD 828,000 and the gender budget for 2024 was USD 837,000. The gender budget for school feeding amounted to USD 132,000 in 2023 and USD 115,000 in 2024.¹⁰¹ Accounts on the use of the gender budget were not available.

133. In terms of the CO staffing, the gender distribution is highly unequal with more men than women as seen from the below table. During the period under evaluation the number of male staff has thus been 3-4 times the number of female staff. There has however been a slight increase of female staff during the period from 20-21 percent in 2019/2020 to 26 percent in 2022/2023. Increasing the representation of female staff is one of the activities of the reviewed Gender Action Plan (2022). Besides the unequal representation of women in the staff group, men are also holding higher positions as exemplified by the male-dominated senior management.

Table 20: WFP Libya staff numbers (break down into men/women)

Year	Total number	Men		Women	
		Number	Percentage	Number	Percentage
2019	39	31	79	8	21
2020	55	44	80	11	20
2021	69	53	77	16	23
2022	54	40	74	14	26
2023	58	43	74	15	26

Source: Human Resource Department, WFP Libya.

134. In 2021 WFP conducted a Gender Analysis as part of the ICSP. The purpose was to understand the gender context, including the gender gaps in the programmatic interventions and the required corrective action to achieve equitable outcomes for women and men.¹⁰² The Gender Analysis moreover had the objective of supporting the systematic integration of gender analysis into strategic planning, development of the second-generation of the CSP (2023-2027) and to ensure that food security needs are met of women,

⁹⁹⁹⁹ WFP. Gender Action Plan 2022. The United Nations Word Food Programme Libya Country Office. Version 3, April 2022.

¹⁰⁰ According to information from WFP Gender Action Plans were prepared for all years under the ICSP and CSP. Nevertheless, only the Gender Action Plan from 2022 was made available despite several requests.

¹⁰¹ Source: Gender Planned cost by Activity. WFP.

¹⁰² WFP Libya. Gender Analysis. June 2021.

men, girls and boys. Based on extensive primary data (e.g. including 157 focus groups with beneficiaries) and secondary data, the report provides a solid analysis of gender relations across nine WFP-targeted locations in West and South. One limitation of the Gender Analysis is that field work was not conducted in the East. One interesting finding of the primary data analysis is that women (notably IDPs and refugees) in the aftermath of the conflict began to take on new responsibilities in form of home-based small business (e.g. handicraft and bakery) while remaining primary responsible for household chores.

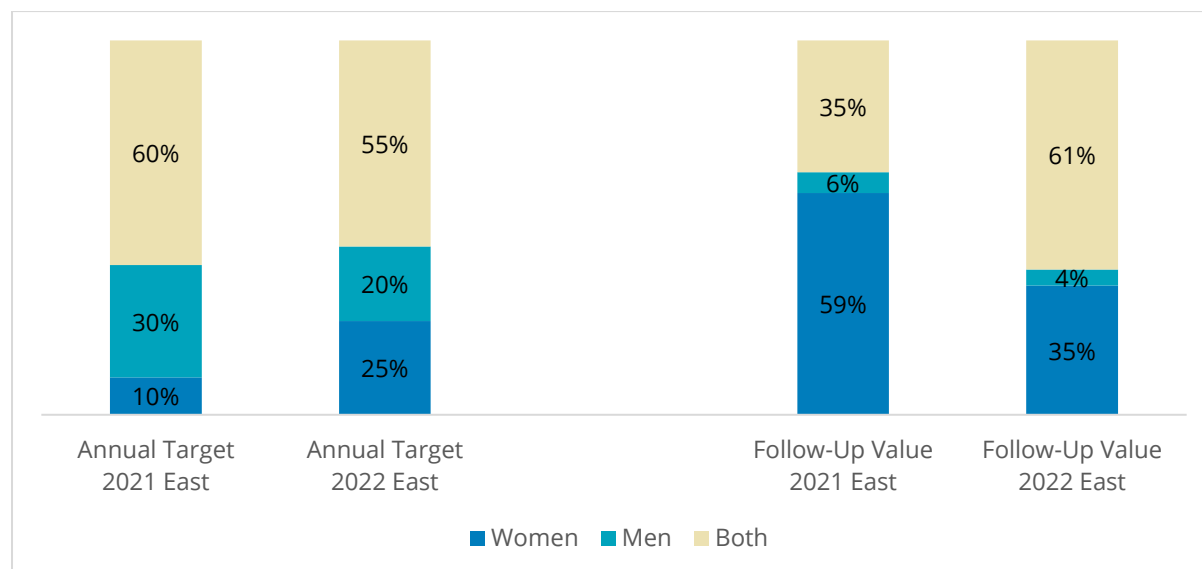
135. This is well aligned with the primary data from the current evaluation which shows success in involving women in FFT and small-scale business, in particular home-based activities. Gender equality and age were relatively well integrated into the livelihood's activities, most of which targeted women and youth (18-40 years). According to WFP and CP staff they always adjust the training to the local context, for instance by providing training specifically designed to benefit women participants, as observed in the East. According to all respondents, who were unanimous, there are no limitations for women to join the classes. It was reported that women are very effective in supporting their families financially, and that the husbands are supportive of women's engagement in business. Women are culturally allowed to work outside home, e.g. in relation to the business activities although this is not common. The sewing factory in West is an example where FFT for women has led to employment opportunities outside home.

136. In general, due to the security situation and the cultural restrictions for women WFP strives to identify activities, where women can work from home. For instance, WFP has implemented what are called "family hydroponics" activities, with facilities installed close to the home so women can also be involved in the production. However, as discussed in 2.1, the location at the farm level rather than at a public place led to sustainability issues.

137. In the below figures (Figure 6, 7, and 8) East, West, and South data on household decision-making about the use of food/cash/vouchers from livelihoods interventions are presented. Household decision-making (by men, women or together) is one of the main corporate gender indicators, although the use of this corporate indicator to measure gender equality can be questioned in some cultures. As seen from Figure 6 from the East, there has generally been a positive development towards more women making the decisions (2021) and joint decision-making (2022) as compared to the target values - which obviously are only contributed to by the dispersed WFP activities. Male decision-making only amounts to 6 percent (2021) and 4 percent (2022).

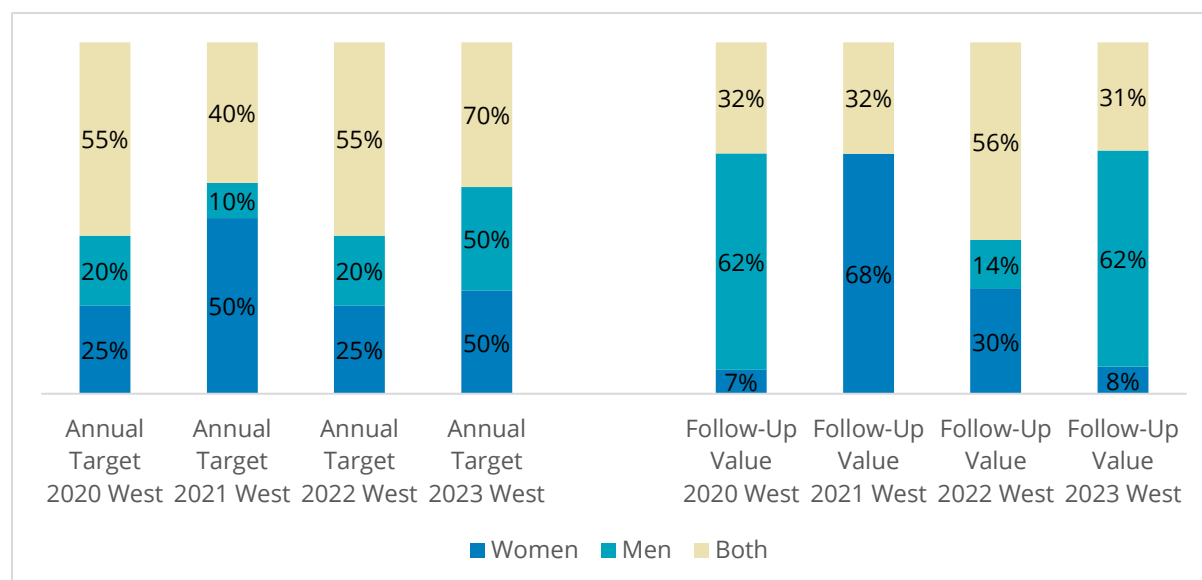
138. The data from the West Source: WFP Libya ACR 2021-2022 Figure 7 shows a slightly different picture with men making the decisions for some years 2020, 2023 (62 percent of the households), whereas in 2021 women are making the decisions (68 percent of the households); joint decision-making takes place in 56 percent of the households in 2022. The same pattern is found in the data from South; hence for some years (2021) women make the decisions (60 percent of the households), whereas in other years (2023) men make the decisions (49 percent of the households). The percentage of joint decision-making is relatively stable (33-36 percent). Overall, for most years for all three regions, there seems to be a development towards either men or women making the decisions, whereas the ideal (target) seems to joint decision-making. One explanation based on the evaluation team's knowledge, though not evidenced as such, is that whereas women traditionally will make decisions regarding food, men will traditionally make decisions regard cash. The data does not distinguish between different transfer modalities and further analysis cannot be provided.

Figure 6: Livelihoods: Percentage of households where women, men, or both women and men make decisions on use of food/cash/vouchers – East



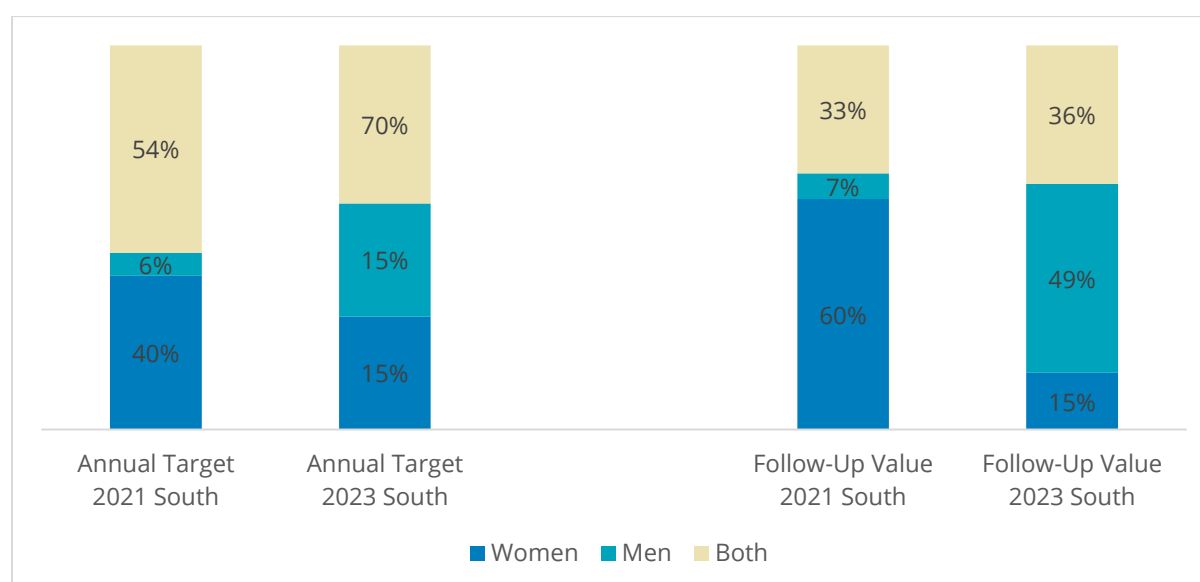
Source: WFP Libya ACR 2021-2022

Figure 7: Livelihoods: Percentage of households where women, men, or both women and men make decisions on the use of food/cash/vouchers – West



Source: WFP Libya ACR 2020-2023

Figure 8: Livelihoods: Percentage of households where women, men or both women and men make decisions on the use of food/cash/vouchers – South



Source: WFP Libya ACR 2021-2023

People living with disability and other marginalized groups

139. In contrast to gender equality, disability has received limited attention from WFP Libya in terms of action plans, specific measures, etc. Disaggregated data on disability are furthermore not available. At the WFP office level there are no special measures or facilities in place for disabled persons. According to WFP staff, there is more attention to persons living with disability at field level, for instance when selecting distribution sites. During the field visit to the Sebha market it was also observed that the rehabilitated/constructed market infrastructure, including ramps, accessible toilets, and well-lit areas, enhanced the accessibility for people with disabilities. The WFP staff reported that there were very few persons (2) with disability attending the FFT. For these persons, the staff would identify types of activities which the persons could manage regardless of their disability and further ensure that they would have access to the training facilities. Kafaal narrated that persons with disability would mainly be working with reparation of phones. The ET was not able to verify this from other sources.

2.3. Evaluation Question 3: To what extent did the intervention achieve an optimal use of the budget and time allocated?

WFP's management controls and operational integrity were severely tested in Libya. In spite of high personal commitment, the isolation and weaknesses of reporting of all stakeholders did not allow for the oversight needed. The stop and go nature of the activities also strained the capacities of CPs, and no measures were taken to ensure optimal cost-efficiency.

This section reviews the management of the resources allocated to the interventions. It is based on partial information obtained mainly in relation to the engagement with activity stakeholders.

Sub-question 3.1 Were the activities efficiently implemented (specifically availability of monetary and non-monetary contributions, timeliness of implementation, adequacy and appropriateness of inputs and cost effectiveness)?

Finding 13 WFP's activities in Libya were constrained by fragmented staffing, short funding cycles, and operational delays, which undermined efficiency and prevented the programme from maturing beyond an emergency posture.

140. The staffing resources of the CO were strained over the entire evaluation period due to the intensification of conflict in the first two years, followed by the pandemic, and then the anti-climax of the scaling back of the operation. The teams involved experienced this as a considerable challenge to mutual understanding, knowledge management, and staff continuity. The staff all demonstrate a very high degree of commitment, even self-sacrifice, in confronting these conditions, including in some cases insecurity.

141. The activities as a result never gained the continuity and oversight that should have accrued over six years. The succession of different modalities, target groups and zones of intervention reflect, as noted, a high degree of responsiveness to the context, but the constant short term management pressures did not allow for a clear core long term planning and review capacity to emerge. Two senior international staff members stand out for their ability to monitor and prioritize activities, thanks to their energy and willingness to stay for a long period in the country, but this was continually challenged by the centrifugal effects of the Libyan context and relatively autonomous national staff. The systems and degree of reflection that such an extended operation deserved were not possible. This led to WFP country management critically questioning the very logic of intervention, based on the lack of local buy-in and the scattered nature of the outputs.

142. The evaluation team was not given consistent explanations about the uneven levels of implementation over the years, as evidenced in the planned vs actuals figures. This was explained by program staff as being caused by disruptions in access to specific locations, the difficulties in travel caused by the pandemic and complicated processes to receive permits and visas (experienced by the evaluation team itself), and the relatively unpredictable nature of project funding, with tight disbursement deadlines.

143. CPs in particular describe the lack of advance notice regarding the launch of activities, and lack of information about their time horizon, as the most significant constraint on their performance. The difficulties of implementation are not matched by the lead preparation time they would require. This meant in practice that activities had to be improvised. One January 2024 FLA was signed in a month, due to the turnover of WFP staff, while a parallel arrangement with IOM was given six months before signature of the agreement, and two months to prepare. One senior staff member explained that many contractors were commissioned for work using FLAs (which are grant based arrangements) to reduce the time required for tenders.

144. The difficulty of travel did not affect the quality of relations with CPs, who declared that their contacts with WFP personnel were frequent and of high quality. However, the remoteness, the low quality of assessments (see 2.1) and the absence of a culture of written reporting mean that there was a considerable fragmentation of program-relevant knowledge within the CO. Personnel involved in information management and reporting extensively described the difficulty of retrieving the necessary data, and even the use of information control as a form of influence within the organization.

145. The sheer complexity of operating in Libya was used as a justification for delays, which this evaluation, by virtue of the effort to reach all locations, observed as not being justified – delays were rather frequently caused by neglect. Using the assessment as an instrument of observation, the evaluation visits to the country were planned in August, the visa request was submitted in mid-November. Similarly, the clearance to visit the east was only obtained through direct interaction of the evaluation team with the MoE in January while WFP personnel insisted that it could not be done. The team was encouraged to take security measures that would mechanically prevent field visits, and letters requesting movement clearances (in particular, to leave the east of the country) did not contain the dates provided by the evaluators.

Sub-question 3.2 How efficiently were resources allocated in accordance with the 'Made in Libya' initiative, considering the integration of the intervention and its impact on linking school feeding programs to Libyan produce and products developed under WFP livelihood support activities?

Finding 14 The Made in Libya initiative faced structural and coordination challenges that limited integration between school feeding and livelihoods, while resource allocation lacked transparency and strategic oversight, undermining efficiency and sustainability.

146. The Made in Libya initiative was intended to be flagship intervention for the sustainability of school feeding and livelihoods. This is based on the concept that food production for schools can be stimulated to expand local value chains. However, by bringing up very different professional communities (educational

staff and farmers) it created a considerable challenge in achieving shared knowledge and expertise. Aside from the limited ability of local producers to meet the required volumes, the frequency and reliability of this production was a concern for the schools. The design of Made in Libya placed a considerable onus on CPs and WFP staff to bridge the gap and create the necessary coordination. This was not achieved due to the wide geographic outreach of the program and led to the failure of the various modalities attempted.

147. Concern emerged about the evaluation from the absence of oversight of WFP of the cost structure of the activities as managed by the CPs. It was clear from observations of equipment and activities that both the assets used, and food provided were of low quality. The evaluation was not able to obtain cost-quantity calculations for the supplies. This lack of quality was perceived as a significant drawback by beneficiaries, who had no visibility on the mechanisms of procurement, and frequently complained in interviews about the bad packaging and the deterioration of foodstuffs. On the other hand, senior WFP staff expressed concerns about the repeated use of a single supplier by a CP, and the luxurious offices built for CP operations over the course of the activities.

148. The FLA output-based contract, combined with the Moomken monitoring system, concentrated on quantities delivered and on numbers of beneficiaries. These quantitative measures, and lack of access, did not allow for a probing analysis by WFP Supply Chain and Procurement functions of alternative sources of supplies and suppliers. The progressive shift over the course of the period under evaluation towards purchases from catering companies and large-scale food retailers made this a weakness. The providers used were often linked to much larger import supply chains for whom it is important to reduce costs while increasing volume, and procurement in other countries such as Egypt made most sense. Here the remoteness of the beneficiaries and the procedures for contracting did not facilitate cost/benefit analysis. In the Tawergha case study ([Annex 13 Case Study Boxes](#)), for example, the evaluation team heard views about the quality of the outputs (across three different schools which benefited from a Central Kitchen) that ranged from outrage to complete satisfaction – leading to the conclusion that this could not be used for evaluative evidence, but seen rather as a message of local stakeholders addressed to the CPs and WFP which require time to investigate.¹⁰³

Sub-question 3.3 To what extent were gender and protection considerations integrated into program management, monitoring and reporting?

Finding 15 WFP demonstrated strong commitment to gender and protection-sensitive programming, but safeguards related to environmental and social risk management were inconsistently applied and not fully understood by field staff or partners.

149. The evaluation team was able to observe a consistent focus among WFP personnel and CPs about gender, protection and conflict sensitivity. The ACRs contain detailed information in this respect, which was bolstered early on (2020 and 2021) by conflict sensitivity and vulnerability analyses (see 2.1). This focus included a priority targeting of women-managed activities. In 2024 for example WFP provided 28 entrepreneurship grants to women at risk to ensure their participation in decision-making roles and enforce their economic inclusion. Moreover, WFP rehabilitated 2 women-owned bakeries in flood-affected areas as part of WFP's early recovery efforts under the Storm Daniel emergency response. Overall, fewer women were assisted than planned due to mobility constraints limiting their engagement in WFP's programs, which constrained WFP's ability to collect gender-disaggregated data.¹⁰⁴

150. However, such a systematic approach did not extend to all safeguards. While WFP started

¹⁰³ The WFP CO explained that "WFP extended the existing FLA to include Tawergha city which comprises returning communities from various cities in the East and West, with significant internal sensitivities due to political orientation. WFP helps Tawerghian IDPs to return to their city, while also presenting a new challenging environment that could assist WFP and the MoE in planning for future expansions in the West region. The selection of staff within Tawergha city posed a considerable challenge for WFP's partner. We agreed to hire individuals from families who receive food assistance from WFP as part of the process of transitioning them from receiving assistance to achieving resilience."

¹⁰⁴ Annual Country Report 2024.

introducing environmental and social standard concepts to staff and cooperating partners in 2020, environmental and social risk screening were not shared with CPs. The guidance was included in summary form in FLAs to encourage CPs to identify negative environmental or social impacts of program activities, and to set out how they would avoid or manage them. The documentation reviewed and interviews conducted did not contain evidence that this screening and mitigation took place.

151. In spite of this the evaluation found a clear concern among WFP personnel for maintaining social standards and addressing protection risks. The staff were able to individually reflect on and describe the risks that come with WFP programs and operations, and the measures that should be taken to address these risks at an operational level. However, they still demonstrated limited knowledge of the corporate guidance. It should be pointed out at the same time that these activities were not of the highest risk, as they were designed for beneficiaries that do not belong to the highest risk categories (in particular undocumented refugees and migrants exposed to risks of detention and exploitation, unsafe living conditions, and vulnerabilities related to smuggling and trafficking).

2.4. Evaluation Question 4: To what extent is the intervention appropriate/compatible with other interventions in a country, sector or institution?

The partnership with other UN partners in the PBF program was reported to contribute to added value of the program though the frequent turnover of WFP staff affected the implementation of WFP activities. Whereas the partnership with UNDP appeared to be strong, presumably partly based on the proximity of the offices, the partnership with UNICEF in relation to education could have been further enhanced.

Due to the absence of government-led sectoral coordination mechanisms, the sectoral coordination system established under the UNSDCF is central for coordination of humanitarian and development activities. WFP was actively involved in the UNSDCF groups serving as chair for Pillar 2 and co-chairs for the Pillars 3 and 4.

Sub-question 4.1 Were the activities adequately aligned with WFP Libya's CSP overall especially in terms of implementing the integrated 'Made in Libya' initiative?

Finding 16 While the Made in Libya initiative was aligned with WFP Libya's CSP objectives, its implementation fell short of achieving integration between school feeding and livelihoods, with limited results in linking local production to consumption or scaling sustainable models.

152. WFP's ICSP and CSP included a significant emphasis on support to recovery and resilience building for vulnerable communities so as to reduce their aid dependency and improve stability in Libya. The activities implemented clearly fitted well within this broad objective, as well as the geographical focus which was intended to cover areas with a high density of returnees, starting in the municipality of Tawergha and later expanding to Ubari, Al Kufra and Benghazi.

153. The ICSP and CSP include ambitious coherence objectives, such as contributing to the national school feeding program¹⁰⁵, or integrating social cohesion components into livelihoods programmes so as to strengthen results under the peace pillar. The CSP stated that "In coordination with the Ministry of Education and education cluster partners, WFP will target schools in districts with large flows of displaced persons". The operational and policy environment did not allow these aspects to develop (for example in the case of the latter aim, the policy of authorities towards IDPs hardened over the evaluation period).

¹⁰⁵ Interestingly, technical feedback to the preparation of the CSP from HQ included the email comment that "the plan ... is quite ambitious and would require significant investments in building government's planning, procurement, logistics and monitoring capacities to ensure the safety and quality of school meals. Such a transition should be carefully planned and phased in a way that would allow the strengthening of government capacities to run an efficient and effective programme."

154. The weakness in achieving the strategic objectives of the CSP, as captured in the Theory of Change contained in Annex 10, is due to the absence of a structured uptake and follow-through on the activities. While outputs were verifiably delivered, the scattered nature of the delivery in the absence of context analysis and follow-up of the beneficiaries prevented these gains from being systematically tracked and creating synergies for coherence. While the evaluation was able to observe individual success stories, such as a bakery in Benghazi (Sara Sweets) which is progressively moving toward the production of up-market pastry, or a fast-food chain with vast scaling opportunities (Mr. Shish), these remain individual trajectories, and do not amount to a critical mass of change which would speak to the CSP objectives.

155. Particularly illustrative is the case of Made in Libya, which, in the words of the CSP, was intended to 'support a fully functioning school feeding system that uses Libyan produce and products developed under WFP livelihoods activities (under activity 2). This work was intended to increase the stability of communities by providing economic opportunities for vulnerable households, communities and smallholder farmers affected by the conflict. More importantly, it had the aim of increasing the self-sufficiency of the school feeding system, which in turn would help to boost the nutrition and overall well-being of vulnerable schoolchildren.

156. The Made in Libya initiative launched in 2022 was planned to be an umbrella framework for linking Livelihoods and School Feeding interventions as presented in 2.1. For example, based on experiences from the Zambia model, vegetables produced in green houses applying the hydroponic cultivation technique were planned to be used for school feeding. In the end, the Central Kitchen became the only intervention under the Made in Libya framework linking the two activities.

157. WFP adopted the Central Kitchen modality in 2022 following an MoE visit to Egypt. The new modality was launched in Benghazi in 2022; in 2023 the Central Kitchen modality was launched in Tawergha (West) and Derna (East). The initial plan was to apply the Home-Grown school feeding approach and procure locally produced produce and vegetables from farmers to be used for school feeding, but this was not achieved (see 5.3.).

158. To replace the Home-Grown School feeding approach, WFP started employing staff preparing food for school feeding and contracted local transporters. The aim was to create (urban) employment opportunities and stimulate the local economy by purchasing from local markets (though not locally produced commodities). In Derna, 32 bakeries which were rehabilitated by WFP as part of their early recovery activities succeeding in the storm Daniel in 2023 were expected to provide bread for the Central Kitchen. The details of the implementation of the Central Kitchen in Derna and Benghazi are provided in case study 4: Bakery rehabilitation in Derna and Central Kitchen (Derna and Benghazi), found in **Boxes**. In sum, the Central Kitchen succeeded only to a limited extent in linking school feeding and livelihoods. A relatively limited number of jobs (mainly for men) were created and the linkage to the 32 rehabilitated bakeries in Derna was not established as planned.

Sub-question 4.2 To what extent and how were multisector and multistakeholder partnerships and actions across the joint program appropriately and effectively leveraged (sequenced, layered, integrated) for overall program coherence and impact?

Finding 17 While WFP contributed to multisector and multistakeholder coordination, particularly through the PBF and UN working groups, its partnership approach remained under-resourced, and inconsistent, limiting coherence and joint impact.

159. WFP Libya acknowledges that while it contributed to multisector and multistakeholder coordination—particularly through the PBF and UN working groups—its partnership approach during the evaluated period remained under-resourced, which limited joint impact. While the Country Office did not have an official partnerships strategy in place, it was working with a Partnership Action Plan (PAP) considered a “living document” guiding partnership activities, such as mapping stakeholders and donor engagement.

160. At the time of the Evaluation, WFP Libya had both a dedicated Partnership Officer and a Donor Relations Officer. The Partnership Officer focused on building and managing relationships with NGOs, UN agencies, and line ministries, while the Donor Relations Officer covered resource mobilization and coordination with government donors and the private sector. Together, they developed an extensive

Partnership Action Plan, which served not only as an internal guiding tool but also as a presentation document for the CO, outlining key stakeholder mapping and strategic entry points for new partnerships. The PAP was designed to be updated every three months and helped position WFP Libya as one of only two COs in the MENA region to have developed such a structured approach.

161. However, the Regional Bureau later decided that maintaining a PAP would not be mandatory due to staffing constraints and the time required to keep it up to date, particularly in smaller offices. While the PAP was not formally institutionalized or shared externally, it is still used by the CO and the RBC as a general reference to guide engagement with different levels of partners. At present, although the Partnership Officer position no longer exists, coordination remains integrated within regular twice-weekly CO-wide meetings, where partnership-related updates and planning are discussed among all staff.

162. There are no government sectoral coordination mechanisms in Libya, but a sectoral coordination system has been established under the UNSDCF. The UNSDCF has four strategic priorities (pillars): 1) Peace and Governance, 2) Sustainable Economic Development; 3) Social and Human Capital Development, 4) Climate Change, Environment, and Water. Livelihood interventions are organized under Pillar 2 (chaired by WFP) and Pillar 4 (co-chaired by WFP); school feeding is organized under Pillar 3 (Chaired by UNICEF, WFP serving as a co-chair). Under Pillar 3, WFP participates in the working groups on nutrition and education related to school feeding. WFP has been actively engaged in these groups, particularly during the Derna response, including the reporting to the Joint Action Plan.

163. The livelihoods program staff moreover participates in a youth working group led by UNFPA with participation of other UN partners, NGOs and local authorities. As the members of the group are placed in different parts of Libya, the meetings are online meetings. According to the WFP staff, the Ministry of Youth had requested them to avoid duplication and furthermore suggested that one agency should take the lead (in a working group). The WFP staff found the meetings to be very useful for coordination and for avoiding duplication.

164. WFP is collaborating with UN partners (UNDP, UNICEF and IOM) in the PBF project in the South (see 2.1). UNDP, the coordinating unit of the PBF, reported the collaboration with WFP to be of good quality in terms of implementation, monitoring and reporting; in general, the collaboration with other UN partners was seen as contributing to synergy. In terms of the collaboration between WFP and UNDP, the office proximity (located in the same building) was perceived as important for the collaboration. However, the frequent staff-turn over in WFP, e.g. the PBF focal points, affected the implementation.

165. The collaboration between WFP and UNICEF in relation to school feeding was indicated to be less strong.¹⁰⁶ UNICEF, which signed an MOU with WFP in January 2022 to enhance strategic collaboration in social protection policies, provides extensive support to the MoE in form of capacity development at ministry level (upstream) and school level (downstream). The activities implemented for instance include: 1) Developing Education Management System (MoE); 2) Teacher professional development; 3) Curriculum, inclusion of life skills; 4) On-line Platform; 5) Installing/Equipping Resource Rooms in 40 schools, to be used for children with additional learning needs (amongst others). Some activities have been implemented since Covid-19, whereas other activities started in 2022. The latest contact between WFP and UNICEF was in 2023/2024 in relation to the Full School Day initiative where MoE requested WFP and UNICEF for assistance. Whereas UNICEF declined the request (as this would require a reform of the education system), WFP joined the initiative and provided school feeding. As discussed earlier the initiative was stopped after only two months (see 2.1). The limited collaboration with UNICEF may have resulted in potential areas of joint action being overlooked.

¹⁰⁶ UNICEF and WFP signed a MoU to enhance the strategic collaboration for 2022-2025 in relation to enhancing social protection policies in the national agenda, capacity strengthening for the Government and school-based health and nutrition-sensitive programming. School feeding is not covered by the MoU.

2.5. **Evaluation Question 5** – To what extent have the interventions generated or are expected to generate significant positive or negative effects, intended or unintended, at a higher level?

The activities were broadly positive in the effects they generated, although this came on occasion at the cost of reinforcing existing power structures. WFP has to only to a limited extent succeeded in supporting smallholder farmers, primarily as the Home-Grown School approach was not feasible for the Libyan context and livelihoods interventions creating employment were mainly implemented in urban areas.

The few interventions targeting smallholder farmers were small in scope and did not address gender equality. This is related to the fact that agriculture in Libya is men's business (although labor is frequently performed by women). As a result, there has been limited empowerment of farmers and no progress towards female leadership. Overall, Made in Libya was more successful with implementing food transformation interventions in urban areas than food production in rural areas.

166. This section describes the manner in which WFP outcomes affected stakeholders, either within the activities, or in a wider circle of stakeholders. These are either positive, or negative.

Sub-question 5.1 Are there any unintended positive and/or negative short, medium and/or longer-term effects of the livelihoods and school feeding activities on the targeted population, non-beneficiaries? Were there any differential impacts on different subgroups (for example boys vs. girls, urban vs. rural)?

Finding 18 WFP's livelihoods and school feeding activities generated positive unintended effects, including alternatives to conflict involvement and local legitimacy, but impacts were localized and uneven, with greater benefits in urban areas and some market distortions linked to home-grown procurement efforts.

167. In spite of the scarcity of documented context assessment within the operation described in section 2.1, the activities observed by the evaluation through the case studies demonstrate a good ability of WFP staff to identify key actors, to anticipate and address the risks. This is particularly the case in efforts made to secure the local authorities' license to operate. By this term one includes both formal permitting and access, but also the acquiescence of the many informal actors which in Libya act as gatekeepers for the communities and schools. The conflict situation in Libya has created a system of militias and lower power brokers that use granting access as a key form of control. This was a constantly negotiated position, which came at the price of some compromises – for example in many cases WFP avoided explicitly targeting refugees and migrants, as such targeting is politically sensitive and could be considered subversive.

168. WFP's brand, its personnel and physical assets were well considered by all stakeholders encountered, along with those of the CPs. The former was seen as a particularly operation side of the UN. The latter are well considered in the areas in which they operate, as can be seen from the longevity of their operations as well as the fact that they work with a number of other donors, more particularly USAID and the EU.

169. The livelihoods activities have contributed positively to creating alternative opportunities to e.g. illegal trafficking and armed groups, opportunities which are often pursued by poor and jobless persons. The WFP staff reported for example that 2-3 former members of armed groups joined the WFP livelihoods training and are now working in the country's oil fields. Many of the small businesses met in Benghazi indicated that the training and assets received allowed them to engage in activities that would not have been accessible to them, such as independent construction work.

170. The activities on the other hand did not affect verifiably the wider society, due to their small scale and relative isolation. The oil and gas industry, and the activities of the militia, are a much more significant driver of change, and WFP is seen as filling gaps in pre-2011 social protection systems, which operated at a time when the economy was more diversified. On the negative side, it was reported by WFP staff that the effort to engage in the local procurement of fruits such as bananas, in line with the WFP home-grown school feeding philosophy, led to sudden and unsustainable increases in market prices.

171. According to WFP staff, the prices increased dramatically, especially in wintertime. This led to a change in modality through the procurement of imported food.

172. There was no observed inequity in the delivery of the activities. For example, the construction of the Sebha market was painstakingly negotiated to accommodate various communities. The school feeding in Tawergha included comparable numbers of girls and boys. The culture of the schools was inclusive, inasmuch as this is possible in a society that distrusts migrants and refugees. Women and youth were targeted for the livelihoods activities and appeared to benefit considerably. Both married and single women participated in the FFT.

173. The urban population overall benefited more from the livelihood's interventions than the rural population; this was mainly due to the re-orientation in relation to the Home-Grown school feeding approach. The ability to manage the Central Kitchen and to reach out to individual businesses, trainees and schools was heavily dependent on the logistics of the CPs. Moreover, the employment opportunities which were created in urban areas, for instance as a result of the FFT and the Central Kitchen intervention, tended to attract a more educated volunteer population around the CP's startup social environment.

Sub-question 5.2 Have the WFP livelihoods interventions empowered or developed and supported smallholder farmers including female leadership and the independence of targeted populations?

Finding 19 WFP piloted promising agri-tech and solar-based interventions for smallholder farmers, but these remained small in scale, were not gender-targeted, and could not be sustained or scaled due to the phase-out of livelihoods programming.

174. Livelihoods interventions focusing on creating employment or business opportunities, primarily through FFT or CFT, were generally created in urban areas rather than in rural areas (see 2.1 and 4.1). Moreover, the Home-Grown School feeding approach in which farmers deliver vegetables, produce and fruits for the schools was never implemented (see 5.3). Only very few and relatively small livelihoods interventions targeted smallholder farmers, i.e. the Sebha market, the Agri-Tech pilot project in the South, and provision of solar panels etc. for farmers in the East. These initiatives/pilot projects are discussed in [Annex 13 Case Study Boxes](#), under Case Study 5: **Sebha market**. In 2022, WFP piloted the Agri-tech project based on a UNDP/FAO assessment of 700 farms in Al-Kufra and Al Rubyanah in the South. During the period 2022-2023, WFP in collaboration with its local CP and local authorities supported smallholder farmers with the installation of totally 40 solar-powered water pumps, eight solar-powered cooling containers, and two smart irrigation systems (solar-powered and equipped with sensors to monitor temperature, humidity and soil moisture). The project represents the largest installation of alternative energy productive assets in Libya (amounting to 401.1 kWh energy yield). More than 100 households (500 individuals) benefitted from improved access to water and storage facilities, and 75 farmers were trained to improve their skills.¹⁰⁷

175. In the East, the CP Tatweer was contracted in 2023 to provide vocational training to 1000 participants. Following the training, Tatweer linked some trainees with other organizations to receive small grants or equipment to start their own businesses. One of the training programs focused on the maintenance and installation of solar panels. A comprehensive study, including a conflict sensitivity assessment due to past conflicts between the Tebu and Zawey tribes in 2012 and 2013, was conducted. The study resulted in the provision of solar panels for water pumps to 99 farms and four solar-powered cooler containers for all farms in Kufra.¹⁰⁸

176. Though the above initiatives targeted small-holder farmers and are likely to have generated results, e.g., through increased access to water and storage facilities, they are still relatively small in scope (between 100-1000 households/participants). Moreover, there seems to have been no particular targeting of women, which is not surprising given that agricultural production is men's business. Though these pilot project might have generated important learnings for further upscaling, the phase out of the livelihoods activity in Libya prevents this from happening. Other evaluations have shown the importance of targeting

¹⁰⁷ https://www.wfp.org/operations/annual-country-report?operation_id=LY02&year=2023#/26777.

¹⁰⁸ Based on interview with Tatweer.

farmers to be engaged in home grown projects.¹⁰⁹

Sub-question 5.3 How successful was WFP in linking smallholder farmers to the school feeding activities and how did this lead to the creation of employment opportunities, farmers revenues and gains?

Finding 20 Despite a strong strategic intent, WFP was unable to implement a Home-Grown School Feeding model in Libya due to limited farmer engagement, logistical constraints, and market mismatches, resulting in missed opportunities for rural employment and local food system integration.

177. Based on its experience with linkages between small producers and school feeding, e.g. Zambia, Republic of Congo and Cambodia, WFP initially planned to implement the Home-Grown School Feeding approach in Libya. According to WFP staff this approach never worked due to limited interest from farmers who had ready markets elsewhere. The market distorting effects, the issues of a mismatch in scale and continuity which hampered regular supplies, were no match against the predominance of imported food.¹¹⁰

178. Moreover, in Benghazi the farmers were located far from the schools and transport was an issue. The menu provided by WFP CPs included tuna sandwich, milk, yogurt; the school feeding menu in Libya only included vegetables to a limited degree, and many times the only vegetables included was tomato (which was later removed in some schools). The WFP staff reported that it was easier to procure from the local markets rather than directly from the farmers and they wanted to implement this in the easiest way. Though the term Home-Grown school feeding kept getting mentioned in the documents, the WFP staff met agreed that it was never really implemented.

179. The Home-Grown School feeding approach was for instance planned to be used for the Central Kitchen modality as discussed in 4.1. Thus, the plan was to procure locally produced commodities, e.g. vegetables from farmers, to be used for school feeding, but this was not achievable. In hindsight, it is surprising that the Home-Grown school feeding approach was selected for school feeding in Libya given the above-mentioned challenges.

180. The Made in Libya umbrella initiative was expected to involve farmers under the “production component”, for instance by promoting the hydroponics cultivation techniques among farmers, who would then deliver to the schools. However, as discussed in 2.1. This pilot project had limited success, especially in the West (Tawergha). Overall, the Made in Libya was more successful in creating employment opportunities in the urban areas and in food transformation as discussed in 4.1.

2.6. Evaluation Question 6 – To what extent are the activities and achievements of the intervention likely to be sustained over the long-term?

In the long-term successes face a low probability of longevity. This is due to WFP’s relatively small circle of engagement within the country within these two activities, and the complications caused by the declared curtailing of operations. While there is clear buy-in among the primary stakeholders, the resource environment offers few opportunities. Those opportunities would require a significant shift in WFP’s stance: seeking uptake among oil and gas industry actors or carrying out a forceful communication strategy towards governmental stakeholders.

Sub-questions 6.1 What are key success factors in the program design, selection, set-up and implementation to ensure community and household commitment?

¹⁰⁹ Evaluation of Local and Regional Food Procurement Policy pilot in East Africa 2021-2023, Decentralized Evaluation, DE/KERB/2022/025, WFP Regional Bureau Nairobi (RBN)

¹¹⁰ For example Undersecretary of the Ministry of Economy and Trade for Technical Affairs, Saad Al-Hanish, is quoted in The Libya Observer (August 4, 2024) as saying that 80percent of local food industries are remanufacturing of raw materials imported from abroad.

Finding 21 Strong community goodwill and long-standing national staff engagement supported household commitment, but the absence of sustainability planning and uncertainty around WFP's exit undermined long-term local ownership.

181. Even though limited capacity development of national stakeholders was conducted as part of the intervention, and the involvement of local authorities were generally kept to a minimum to provide approvals and coordination with the schools targeted, respondents unanimously expressed their willingness to continue to engage in the activities, or to extend them. The personnel from the two key Ministries point to the value of the outcomes, and the inability of others than WFP to reproduce them. This favorable attitude was one of the principal factors of the success of the interventions.

182. At the same time large-scale ongoing concerns gave the activities an appearance of impermanence. This was firstly due to rise of conflict in 2019 and 2020, followed by the COVID pandemic, and then the pressures on food markets and international rehabilitation funding caused by the Russia-Ukraine war. In early 2024 WFP communicated that the CO was being considered for imminent closure, with little planned handover of the activities. While no written communication of the decision was given until February 2025, it represented the climax of a period of tension within WFP staff, and wider concerns about the longevity of the activities.

183. The case studies illustrate the impact this had on the external relations with communities and households. While there has always been a certain turnover of personnel in hardship duty stations, it was compensated by the long-term employment of many national staff (the two principal Activity Managers being present throughout the evaluation period, for example). On the other hand, there was uncertainty among CPs, reflected in the wider information shared by WFP, about how long particularly important and popular personnel (such as international program staff posted in Benghazi) would stay, or when the activities would end.

184. There is no observable sustainability of the school feeding in the sites visited by the evaluation. No local authorities or institutions in Derna appear willing to maintain or replace the services that WFP have provided. In Benghazi, public school feeding appeared to enjoy support from the Ministry of Education. However, policy on this theme is decided by the Government in Tripoli, where there seems to be no political will for allocation of resources, and no other agencies appear ready or willing to step in.

Sub-questions 6.2 To what extent are the target groups and/or relevant local authorities/institutions able to afford the maintenance or sustainability or replacement of the technologies/services/outputs introduced by the project? What are measures that could support this? What support might school and communities need to ensure the sustainability of the program?

Finding 22 The continuation of WFP-supported services and technologies is unlikely without external support, as government institutions lack the policy, funding, and stability to maintain them; while local interest exists, sustainability will depend on transitional partnerships, especially with CPs and private sector actors.

185. All Ministry and public administration respondents confirmed the isolation of the two WFP activities in the general policy and funding environment. The lack of priority given to either school feeding or small holder farming within public policies is also reflected in the absence of budgets allocated - either during the evaluation period or the foreseeable future. The wider volatility in the country also reduces the probability that technologies and services will be maintained.

186. The only alternative source of funding and technical support which the evaluation could identify is from the oil and gas industry. As seen in other countries,¹¹¹ support to schools can be part of a shared value approach aimed at workforce development. The National Oil Company has in fact offered WFP a

¹¹¹ For example the Republic of Congo, observed in the frame of the Country Strategic Plan Evaluation, 2025. See: [Termes de Référence \(TdR\)](#)

grant to continue livelihoods activities, which had to be refused due to the decision to curtail activities in this area at the end of 2024.¹¹² At the same time senior management indicated that oil and gas actors are not the “go-to” donors for WFP or the UN in general. This is due to their relations with the authorities, this would require an arms’ length funding, or preferably a handover.¹¹³

187. At the same time the key success factors were built into the program design and implementation to ensure community and household commitment. There is a verified interest among pupils (who see in particular school feeding as a means of staying at school to perform their homework beyond the normal lunchtime break), school staff, small holder farmers and small businesses, to continue the activities. This is reflected in the Ministry buy-in, although this is partly influenced by the incentives of travel subsidies (such as the previously mentioned JICA Kaizen event in Libya).

188. The continuation of the programs would however depend on the continued engagement of the CPs and local authorities in the relations and assets created by the activities. This includes, for example, the maintenance of the Sebha marketplace, or the follow-up of the training provided to small businesses in Benghazi. Related small business support programs implemented by organizations such as UNDP are of a much smaller scale. The resilience required by the broader instability in Libya has not been developed.

Sub-question 6.3 To what extent is it likely that the program results and the benefits of the intervention will continue after WFP’s and the government work ceases? How have the activities built capacities and systems for the programs to continue? Most particularly: To what extent have the school feeding linkages with smallholder farmers supported sustainability of the project? To what extent has the program influenced the government to increase investments in education and nutrition? To what extent has this joint coordination led to longer- term partnerships and synergies across relevant sectors? Also: Sub-question 6.4 Are there any risks to the program’s sustainability, and how can they be mitigated?

Finding 23 The sustainability of results is highly uncertain due to limited government ownership, lack of institutional handover, and the absence of a national policy framework; any future continuation depends largely on individual initiative and donor interest, unless paired with stronger advocacy and conditional government commitments.

189. The likelihood of a continuation of the results and benefits of the activities is entirely dependent on the resourcefulness of the individual beneficiaries. Some school headmasters describe their project of creating school gardens to supplement what the pupils bring – but this is not within the traditional culture in Libya, which considers the provision of food a state responsibility. Similarly, some of the small urban businesses met for the evaluation see their activities fitting into the dynamism of the energy industry, particularly in the east. Maybe even more significant is the economic dependence of many of the CPs, whose organizational posture has become highly dependent on the activities over the years.

190. There is a stated willingness of some donors, such as Italian Cooperation, to continue to fund the activities. A grant this bilateral agency originally intended for general school feeding was redirected to the refugee Al Kufra emergency. There is more broadly a significant donor interest in supporting the stability of Libya.¹¹⁴ The attractiveness of supporting WFP has been described by the donors met for the evaluation, in terms of its ability to deliver in such a difficult environment. The new orientation of the CO means that these resources will shift to a different focus, to the detriment of outcomes pursued in previous years. The

¹¹² The WFP CO stated that ENI stated that they were not interested in supporting school feeding activities but rather improving livelihoods in oil-affected communities. As part of the proposed partnership with NOC, WFP conducted due diligence to assess the organization’s reliability, financial stability, ethical standards, and capacity to deliver on agreed-upon commitments. This due diligence was approved by HQ. A contribution agreement between WFP and NOC was also under preparation. In parallel, WFP has been pursuing potential contributions from ENI. However, the current programme reorientation has limited WFP’s ability to engage in a five-year partnership with ENI. Private sector engagement, particularly with the oil and gas industry, requires a long-term commitment.

¹¹³ ‘The Illicit Oil Trade that is Keeping Libya Divided’, The Guardian, March 22, 2025.

¹¹⁴ Interviews with EU personnel.

broader context, up to the time of writing, was not favorable to the promotion of small holder farming or school feeding. The low priority given to these outcomes by public authorities means that more state-centric forms of assistance, such as the World Bank or African Development Bank, may lead to an exclusion of support for smallholder farming and school feeding in their social protection and food security strategies.

191. The single biggest factor for a future increase in the availability of resources would be a well-orchestrated public communication campaign, taking fully into account current sensitivities. The multiple benefits of the activities (educational, nutritional) are in fact understood in the primary stakeholder population (school staff, market actors). WFP's reluctant admission that it would be withdrawing did not allow it to communicate this message in a forceful manner to the government.

192. The absence of a policy, the difficulty in engaging with key actors such as the Ministry of Local Government, is preventing sustainability. This has permeated the culture of the CPs, who tend to work through volunteers or short-term consultants (for example in the delivery of schools in the Tripoli neighborhood, operating out of their private cars) and have given a perception of non-engagement. The evaluation is given to understand that WFP has been asked in early 2025 to assist in the preparation of a school feeding strategy. Making future support conditional on a percentage of necessary ministerial resources would be understood by WFP's interlocutors in the sphere of political and public administration, should it be combined with such a public campaign.

3. Conclusions and recommendations

3.1. Conclusions

1. WFP's Livelihoods and School Feeding activities in Libya addressed pressing needs and delivered tangible benefits, particularly in underserved and conflict-affected regions.

Linked to findings: Finding 1, Finding 2, Finding 6, Finding 10, Finding 11, Finding 12, Finding 18, Finding 21

193. WFP's interventions filled critical service delivery gaps in the absence of government social protection and small holder support, offering urgent support to populations facing intersecting vulnerabilities from conflict, economic disruption, and the COVID-19 pandemic. The FFT and Central Kitchen modalities contributed positively to nutrition, while community members, local authorities, and Cooperating Partners consistently valued WFP's operational delivery.

194. However, the reach and quality of benefits varied, as urban areas and more accessible regions benefited most. Nonetheless, the program made meaningful contributions to stability and protection through livelihood alternatives and localized social cohesion efforts. This presents WFP with a critical decision to consider in the transition of these activities, pointing to the value of a form of continuity ensured via partnerships.

2. WFP's approach was largely shaped by short-term pragmatism and funding volatility, limiting strategic alignment, institutional engagement, and national co-ownership.

Linked to findings: Finding 2, Finding 3, Finding 6, Finding 13, Finding 14, Finding 16, Finding 17, Finding 6

195. WFP demonstrated significant flexibility and responsiveness in its program design—particularly under difficult and changing conditions. Memoranda of Understanding gave an operational licence rather than giving substantive guidance. This constrained the potential for policy dialogue, capacity development, and handover planning. National stakeholders expressed appreciation for WFP's work but lacked ownership or strategic frameworks to absorb and scale the interventions. Particularly in school feeding, the absence of a national strategy or investment plan prevented the integration of WFP's work into sector-wide systems.

196. The organization gave in to contrasting pressures and led a dispersed engagement, which its own teams were not able to bring together. A spatial and conceptual framing would have been beneficial, particularly if it could be linked to resilience.

3. The sustainability of program results is compromised by a lack of institutional handover frameworks, transitional funding strategies, and national policy alignment.

Linked to findings: Finding 14, Finding 16, Finding 19, Finding 20, Finding 6, Finding 22, Finding 23

197. Despite being a good concept, particularly the Made in Libya initiative and localized agri-tech pilots, the absence of a contextualized strategy and WFP's scaling down of operations left many promising activities unfinished. Handover to ministries or sub-national actors is dependent on stakeholder goodwill outside WFP control due to the absence of clear governmental policies and the lack of knowledge of local value chains.

198. The CP's capacity to maintain or expand results was limited, while their management remained mostly outside WFP's oversight. Stakeholders, including CPs and beneficiaries, expressed uncertainty regarding the future of the interventions. Opportunities to engage alternative actors, such as the oil and gas sector or other donors, could not be leveraged.

199. The single most important weakness was the asymmetry of engagement between the two activities, juggling very different actors, and dealing with different timeframes – most importantly the constant and relatively large need of school feeding, as opposed to the small-scale nature of local food

production supply chains.

4. WFP's internal data systems prioritized output reporting over outcome measurement, reducing adaptive capacity and limiting strategic learning.

Linked to findings: Finding 1, Finding 3, Finding 5, Finding 9, Finding 13, Finding 18

200. While WFP Libya improved its data collection (e.g. SCOPE, TPM, and joint assessments), its monitoring and accountability systems lacked depth and disaggregation. Post-distribution monitoring (PDM) was little conducted for the evaluated activities, and outcome-level data, particularly related to school feeding impacts or long-term income generation, were often unavailable or incomplete.

201. Third-party monitoring focused on physical delivery rather than user experience, and feedback mechanisms (e.g. the Common Feedback Mechanism) were not tailored to the specific activities evaluated. These gaps constrained WFP's ability to assess effectiveness or make evidence-based adjustments over time.

202. The value of context analysis, monitoring and evaluation extends beyond the reporting which the CO was most focused on. Greater knowledge generation in these areas would have allowed better knowledge management within the CO. The absence of knowledge management could not compensate for the turnover and physical isolation of personnel.

5. The strategic value of WFP's work in Libya was widely recognized by partners and communities, but remained under-leveraged in policy fora, in part due to the disconnect between activities.

Linked to findings: Finding 2, Finding 3, Finding 15, Finding 17, Finding 23

203. Despite widespread appreciation from beneficiaries, local authorities, and other UN agencies, WFP's operational reputation could not be translated into corresponding policy development among national stakeholders or development partners.

204. Opportunities to strengthen WFP's influence through public advocacy, joint strategy development, or coordinated communication with ministries were constantly cultivated. However promising initiatives like school feeding remained politically and financially marginalized, despite local demand and clear potential for scaling.

205. WFP Libya enjoys a unique positioning in the country on the basis of the activities conducted. There is scope at the time of publication of this evaluation to capitalize on this positioning to reach out to public actors and other partners to continue to obtain an impact from what has been achieved over the past six years, with much effort.

Overall conclusion

206. WFP livelihoods and school feeding activities in Libya addressed important needs during a period marked by armed conflict, economic crisis, and pandemic-related disruption. These activities delivered benefits to vulnerable populations and filled critical gaps left by weakened national institutions, particularly in remote or underserved areas.

207. Despite these achievements, the implementation of both activities was shaped more by short-term pragmatism and funding volatility than by a structured, long-term strategy. Sustainability was further undermined by the absence of clear handover strategies with local value chains as well as partners, and long-term planning.

208. The operation lacked a more defined and clearly defined (smaller) geographic focus that would have allowed the normal results assessment and monitoring of the organization to take place. The physical dispersal of personnel, which was due to the centrifugal forces of insecurity and COVID, was not compensated by a clarity of intent which would have grounded the ICSP and the CSP in local reality.

3.2. Lessons Learned

1. WFP's operational presence and reputation are critical enablers in fragile and conflict-affected states. (Derived from: Conclusions 1 and 5)

257. WFP's sustained access, local trust, and operational reach were pivotal in Libya, especially during conflict and crisis. WFP's reputation and operational capacity in Libya remain strong assets. These assets enabled the organization to deliver in hard-to-reach areas and to maintain donor and government confidence despite political volatility. This lesson is applicable in other fragile contexts where program delivery hinges on organizational legitimacy and neutrality.

258. The ability, even in a volatile political and security environment, to maintain trust with donors, government partners, and beneficiaries, must be seen as central. Its presence is seen as a stabilizing force, particularly in the delivery of targeted food and nutrition services.

2. Resilience-oriented programming works best when they incorporate sustainability planning from inception. (Derived from: Conclusions 2 and 3)

259. In Libya, the lack of early planning for institutionalization and transition limited the long-term viability of successful pilot initiatives. Future resilience-focused interventions, such as the successful ones in the case of the Sebha market or small business support in Benghazi, have the space to integrate exit strategies, joint planning mechanisms, and a degree of financial planning, and avoid abrupt program disruptions and to build local ownership.

260. Without these, even successful pilot models, such as school feeding kitchens or livelihoods training, cannot be sustained or upscaled.

3. Data-driven targeting is essential to maximize equity and effectiveness. (Derived from: Conclusions 1, 2, and 4)

261. While WFP demonstrated adaptability, the absence of granular data and inconsistent targeting criteria across activities led to gaps in vulnerability and market analyses into targeting frameworks, which are needed to drive program design.

4. Private sector engagement offers great potential for sustaining programming in resource-constrained contexts. (Derived from: Conclusions 3 and 5)

262. Engagement with new actors may open pathways to sustainability. The oil and gas industry, for example, expressed interest in supporting livelihoods as part of corporate social responsibility. WFP had declined the grant at a time when it was scaling back the initiatives, while the willingness of the organization to consider such donors has increased in 2025). Such actors may be key to sustaining interventions in contexts where public sector resources and international aid are declining.

5. Peer-country learning can help shape transition models that blend service delivery with system strengthening. (Derived from: Conclusions 2 and 3)

263. WFP has the capacity to design integrated resilience models that simultaneously deliver services and build national systems. Libya's experience underscores the need for WFP to be prepared for structured exchanges and adapt learnings to implement this purposefully in national realities. The limited donor interest implies the need for limited ambition. On the other hand, WFP's engagement in school meals showed the authorities the benefits and how to operationalize a national school meals program. As a result, the government of Libya has now formally requested WFP to assist in developing one.

3.3. Recommendations

264. Operations similar to the ones which were implemented in Libya would gain from more programming around which the selection of sites, of actors and entry points can be grouped. The existence of CPs with extensive capabilities and networks should be taken into account to a greater extent. The synergies between activities require the continuity of programming and staffing, which only a larger operation can offer.

265. The recommendations formulated below are formulated in recognition of the fact that the CO is evolving towards a smaller core of lifesaving activities and is not envisaging further livelihoods or school feeding activities at this point.

#	Recommendation	Grouping	Responsibility	Other entities	Priority	By when
1	<p>Recommendation 1: For future work in these areas, strengthen strategic coherence and anchor interventions in geographic and institutional hubs.</p> <p>Linked to conclusions: 1, 2, 5</p> <p>1. WFP should focus future recovery-oriented programming in a limited number of priority areas where operational partnerships and institutional relationships are strong. This will reduce fragmentation, enhance coherence across activities (e.g., school feeding and livelihoods), and allow for deeper engagement with stakeholders, particularly women's groups.</p> <p>2. Cooperating Partners (CPs) should be more closely engaged in activity and design, monitored, and required to report in greater detail to ensure that their capacity to sustain results is enhanced, and</p> <p>3. Where appropriate, WFP should co-locate interventions to maximize economies of scale and institutional visibility.</p>	<u>Strategic</u>	Target: WFP Country Office senior management, Regional Office		High	<p>Suggested timeframe for future application:</p> <p>Within 12–18 months of re-entry or scale-up</p>
2	<p>Recommendation 2: Develop early frameworks for transition and handover.</p> <p>Linked to conclusions: 2, 3, 5</p> <p>In Libya, if appropriate, and beyond, WFP should consider integrating a transition and sustainability framework into all future resilience-oriented programming. This includes:</p> <p>1. Defining minimum conditions for launch and handover</p>	<i>Strategic</i>	Target: HQ and Regional Office WFP Programme and Partnerships staff	Government counterparts; Donors	High	<p>Suggested timeframe for design during program (not post-implementation):</p> <p>At inception or design stage of any future</p>

#	Recommendation	Grouping	Responsibility	Other entities	Priority	By when
	<p>and identifying value chains which small holders must be aware of and work in relation to (this may include large agro-industry). WFP should only engage in activities where a gap has been identified, particularly for local producers to be able to have a viable business development track.</p> <p>2. Identifying institutional hosts (e.g., Ministries of Education, Agriculture, Local Government, CPs), and</p> <p>3. Supporting national policy processes (e.g., school feeding strategy development). These should be co-owned by government and partners, and conditionality (e.g., co-funding or in-kind contributions) can be used to build ownership.</p>					livelihoods or school feeding activities
3	<p>Recommendation 3: Engage new funding and policy allies</p> <p>Linked to conclusions: 3, 5</p> <p>In contexts where public budgets are limited and donor fatigue is rising, WFP should consider diversifying its partnerships, including:</p> <p>1. Corporate social responsibility (CSR) investments (e.g., oil and gas sector). Rather than as a donor of philanthropic contributions, the Oil and Gas actors should be approached from a business case argument. The school feeding activities could for example form part of a long term workforce development activity, while support to livelihoods could form part of the companies' remediation efforts.</p> <p>2. Foundations and philanthropic channels. These partnerships (also in sub-recommendation 1) are transformational, both because of the volume of contributions</p>	Programming	Target: Regional Office/ Country Office Senior Management	Partnerships, HQ and RBC Partnership Officers	Medium	<p>Suggested timeframe:</p> <p>Ongoing exploration; prioritize during program planning and donor engagement</p>

#	Recommendation	Grouping	Responsibility	Other entities	Priority	By when
	<p>as well as the other opportunities. Clear safeguards and points of contact should be identified, and</p> <p>3. WFP should also increase public visibility and advocacy efforts to elevate its strategic value and open policy dialogue channels with ministries and peer agencies.</p>					
4	<p>Recommendation 4: Align targeting with vulnerability and economic potential</p> <p>Linked to conclusions: 1, 2, 4</p> <p>In country contexts such as Libya, future programs should be driven by area-based local level vulnerability analysis, updated food security data, and market diagnostics, in reference to targeting as per recommendation 1. Targeting should prioritize:</p> <p>1. Underserved and high-potential areas (e.g., emerging smallholder markets) with an emphasis on those schools where female staff engage in volunteer work and commit personal resources,</p> <p>2. Groups that were previously excluded (e.g., women, displaced persons, people with disabilities), and</p> <p>3. Opportunities where social protection, livelihoods, and nutrition can be integrated, with a focus on displaced groups and the enrolment of girls.</p> <p>This will help maximize both social equity and economic return on investment.</p>	<u>Programming</u>	Target: Programme teams; RAM Unit	Cooperating Partners	High	<p>Suggested timeframe: During program design and review cycles</p>
5	<p>Recommendation 5: Re-design the Made in Libya model should WFP decide to deepen school feeding-livelihoods</p>	<u>Programming</u>	Target: Regional Office Programme and Supply	Cooperating Partners	Medium	<p>Suggested timeframe: When programmatic</p>

#	Recommendation	Grouping	Responsibility	Other entities	Priority	By when
	<p>linkages</p> <p>Linked to conclusions: 1, 3, 4</p> <p>Partners</p> <p>The concept of linking local agricultural production with school meals remains valid but requires redesign. WFP should pilot:</p> <ol style="list-style-type: none"> Farmer-to-kitchen procurement models based on a parent-teacher link whereby parents identify, support and monitor small producers, Business development components in training, and Cooperative or group-based models to overcome scale and delivery challenges, and Inclusion of gender-sensitive business planning and market access strategies can expand the benefits, particularly for women and youth in rural areas. 		Chain Units			opportunity re-emerges
6	<p>Recommendation 6: Expand outcome monitoring and community feedback systems</p> <p>Linked to conclusions: 1, 4</p> <p>WFP should invest in tools and systems that go beyond tracking distribution outputs to measure actual changes in:</p> <ol style="list-style-type: none"> A mapping of the actors involved, and a grouping of beneficiary groups within a priority list. This could be done using clear visual mapping and modelling, to enhance consultation with beneficiaries in the area. A review of the expenditure handled by the CPs and 	<u>Operational support functions</u>	<p>Target: Country Office and Regional Office M&E teams; Programme staff; RAM Unit</p>		High	<p>Suggested timeframe:</p> <p>Integration into any future program design</p>

#	Recommendation	Grouping	Responsibility	Other entities	Priority	By when
	<p>the local partners, as well as their planning and handover needs.</p> <p>3. Household income, gender empowerment, school attendance and retention, through an emphasis on gender roles.</p> <p>4. Community satisfaction must be tracked in a more comprehensive manner. Monitoring frameworks must contain a dynamic digital tool to track contextual changes. Feedback mechanisms should be adapted to specific activities (e.g., livelihoods, school feeding) and include two-way channels for accountability and adaptive management.</p>					

Annex 1. Summary Terms of Reference

Subject and focus of the evaluation

While unconditional resource transfers make up the majority of WFP's assistance in Libya, livelihoods programming (Activity 2) and school-based programs (Activity 3) have steadily grown in scope since the start of the interim CSP in 2019, despite numerous challenges including conflict and the COVID-19 pandemic, which closed schools across the country. With the request from the government of Libya for WFP to support the development and implementation of its national food security, social protection and school feeding strategies, these activities are of increasing importance and are expected to continue to grow in the current CSP and beyond.

The evaluation will adopt standard UNEG and OECD/DAC evaluation criteria, namely: relevance, coherence, efficiency, effectiveness, sustainability as well as connectedness, and coverage.

Objectives and stakeholders of the evaluation

The evaluation is being commissioned to understand the extent to which the Livelihoods and School Feeding activities have been successfully implemented, and with what results for key stakeholders. The rationale for the evaluation is to support learning, accountability and program strengthening thereby informing course correction and improve overall implementation for the current CSP period (2023-2025). Beyond informing the current CSP, the findings will also provide insights and learning into how ongoing processes to change WFP engagement model in Libya are affecting WFP's results on the ground through the lens of two Livelihoods and School Feeding activities.

The results of this evaluation will inform and benefit all relevant government ministries and all the engaged stakeholder that implement and contribute towards the Livelihoods and School Feeding activities.

Internally within WFP, the evaluation results will be used by the Libyan Country Office, Regional Bureau, as well as key headquarters Divisions (Resilience Division, School Feeding, Performance Management and Monitoring Division, and the Office of Evaluation among others) for learning purposes.

The evaluation will seek the views of, and be useful to, a broad range of WFP internal and external stakeholders. A number of stakeholders will be asked to play a role in the evaluation process in light of their expected interest in the results of the evaluation and relative power to influence the results of the program being evaluated. Table 1 provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the inception phase.

Activity 2: Provide livelihoods opportunities and training to targeted vulnerable people and communities in a conflict-sensitive manner.

The objective of **Activity 2** is to strengthen livelihoods, support self-reliance, enhance food systems and revitalize the local economies of targeted communities, including through the creation and rehabilitation of community assets. In implementation to date, WFP has prioritized national and local policymaking, with particular emphasis on environmental impact, conflict-sensitivity and contributions to sustaining peace. WFP has also aimed to enhance food systems and address the impacts of climate change, prioritizing women, girls and persons with disabilities in all activities.

Support to building community assets such as local markets, food silos and refrigerated containers, irrigation systems and access roads have been prioritized, as they contribute to food value chains, increased employment and social cohesion. Support for smallholder farmers was given to sustain the production and transformation of the food system, in which the climate vulnerability of crops and farmers' limited access to markets are major constraints. The support included scale-up of hydroponic projects in the South, as well as

the introduction of digital platforms for agricultural information and networking.

Livelihoods programming has been adapted to the needs of specific population groups that face high barriers to employment, such as women, young people, IDPs and persons with disabilities. Projects focused on building the skills required in the labor market, including in agribusiness and value chain management aimed at supporting the strengthening of food systems, using assessments to inform the planning and content of training activities. Vocational and soft skills training introduced Participants to financial services and existing businesses, improving their livelihoods, contributing to their local economies and ultimately helping vulnerable households to increase both their food security and purchasing power, subsequently decreasing their reliance on humanitarian assistance or social protection. Beneficiaries, especially young people and women who lost their livelihoods, were supported in developing their entrepreneurial skills and initiating their own small businesses.

In partnership with the United States Institute of Peace, the Fezzan Libya Organization and other local partners, WFP has integrated social cohesion components into its livelihoods programs to strengthen results under the peace pillar and enhance resilience in communities. Conflict sensitivity assessments were carried out to inform program design including the of social and behavior change communication approaches to promote behavior change, build knowledge and influence attitudes and social norms.

The geographic scope of livelihoods activities covered all regions of Libya (West, East and South) over the period, though expansion to the East and South occurred later. Based on the outcome of the food security and education assessment in the 2022 humanitarian response plan, the geographical scope of activities continued to cover areas with a high density of vulnerable populations, including IDPs, host communities and returnees, including in the municipalities of Tawergha and Ubari in the South, and Al Kufra and Benghazi in the East.

WFP follows a participatory and inclusive approach in designing innovative programs aimed at equipping young women and men who are vulnerable to food insecurity with essential job skills, including digital and computer skills that enable them to generate income remotely and to compete for local job opportunities.

Activity 3: Support the Government in its efforts to enhance the national school meals program through home-grown school feeding and an integrated package of health and nutrition services.

In coordination with the Ministry of Education, WFP started a national school feeding program in 2019 to complement general food distributions to refugees, asylum seekers and vulnerable Libyans. The school feeding program has since expanded to help to support local livelihoods and strengthen local food systems in vulnerable areas, including a home-grown school feeding pilot carried out under the interim CSP for 2019–2022. Under the current CSP, WFP has further expanded home-grown school feeding with the aim of developing human capital by increasing school enrolment, attendance and retention while fostering market development, reducing food waste and addressing the double burden of malnutrition among children. To boost nutrition outcomes, WFP has begun developing a social and behavior change communications approach tailored to the diverse needs of various communities, focusing on the needs of schoolchildren and their families.

WFP and partners targeted schools in districts with large flows of displaced persons and poor food and nutrition security. Home-grown school feeding expanded into locations such as Tawergha and the southern areas with a view to promoting dietary diversity and healthy eating habits among the people most vulnerable to food insecurity.

WFP has begun and continues to support the development of a national school feeding policy which will be embedded in a national policy framework and define a vision for the establishment of a nutrition- and gender-sensitive national school feeding program in Libya. WFP has worked to strengthen the Government's ability to target, implement, monitor and report on school feeding in a way that is gender- and age-sensitive, and with an overarching goal of enabling the Government to manage a robust school feeding program independently as part of national recovery efforts, promoting home-grown approaches where possible, strengthening educational outcomes and enhancing women's economic empowerment.

As part of its work in school feeding, WFP established the "Made in Libya" initiative in 2022, which supports a fully functioning school feeding system that uses Libyan produce and products developed under WFP livelihoods activities (under activity 2). This work was intended to increase the stability of communities by

providing economic opportunities for vulnerable households, communities and smallholder farmers affected by the conflict. More importantly, it has the aim of increasing the self-sufficiency of the school feeding system, which has helped boost the nutrition and overall well-being of vulnerable schoolchildren. To ensure that locally grown nutritious foods such as fruit and vegetables are provided to local schools as a key component of a healthy school meal, WFP created market linkages between schools, farmers and other local food producers.

Key evaluation questions

The evaluation will address the following key questions which are organized according to the six UN/OECD DAC criteria. The questions should be further developed and tailored by the evaluation team in a detailed evaluation matrix during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of the Livelihoods and School Feeding activities, with a view to informing future strategic and operational decisions.

QUESTION 1: To what extent is the intervention relevant to the needs and priorities of the government, targeted population and stakeholders?

To what extent was WFP's targeting criteria consistent with the needs of the key target groups of smallholder farmers, school children and households based on geographic vulnerabilities/ needs/ food insecurity and gender as well as integrating the

activities for the 'Made in Libya' initiative's objectives?

To what extent is WFP's work coherent and aligned with national and sector-wide priorities, policies, strategies and

programs? In particular the alignment and interdependencies with relevant government ministry policies?

To what extent were the WFP's mechanisms for accountability to affected populations and other stakeholders designed appropriately?

To what extent was the program intervention response to COVID-19 effective and appropriate?

QUESTION 2: How effective has WFP been in meeting the objectives of its interventions and specifically in responding to the needs of its target beneficiaries?

To what extent were the outputs and outcomes of the Livelihoods and School Feeding activities achieved, and what were the major internal and external factors influencing the achievement or non-achievement of those outcomes?

Have the Livelihoods and School Feeding activities positively contributed to prevent or mitigate any protection risks occurring for the affected population?

Were results achieved consistently across different population groups (including men, women, boys and girls and people living with disabilities or other marginalized groups)?

QUESTION 3: To what extent did the intervention achieve an optimal use of the budget and time allocated?

Were the activities efficiently implemented (specifically availability of monetary and non-monetary contributions, timeliness of implementation, adequacy and appropriateness of inputs and cost effectiveness)?

How efficiently were resources allocated in accordance with the 'Made in Libya' initiative, considering the integration of the intervention and its impact on linking school feeding programs to Libyan produce and products developed under WFP livelihoods support activities?

To what extent were gender and protection considerations integrated into program management, monitoring and reporting?

QUESTION 4: To what extent is the intervention appropriate/compatible with other interventions in

a country, sector or institutions?

Were the activities adequately aligned with WFP Libya's CSP overall especially in terms of implementing the integrated 'Made in Libya' initiative?

To what extent and how were multisector and multistakeholder partnerships and actions across the joint program appropriately and effectively leveraged (sequenced, layered, integrated) for overall program coherence and impact?

QUESTION 5: To what extent have the interventions generated or are expected to generate significant positive or negative effects, intended or unintended, at a higher level?

Are there any unintended positive and/or negative short-, medium- and/or longer-term effects of the Livelihoods and School Feeding activities on the targeted population, non-beneficiaries? Were there any differential impacts on different subgroups (e.g.,

boys vs. girls, urban vs. rural)?

Have the WFP livelihoods interventions empowered or developed and supported smallholder farmers including female leadership and independence of targeted populations?

How efficient was WFP in linking smallholder farmers to the school feeding activities and how did this lead to the creation of employment opportunities, farmers revenues and gains?

To which extent is the SF program on track to influencing national policies (education, healthy and nutritious food) and programs?

Are there any other expected or unexpected impact on systems, structures and individuals?

QUESTION 6: – To what extent are the activities and achievements of the intervention likely to be sustained over the long-term?

What are key success factors in the program design, selection, set-up and implementation to ensure community and household commitment? Sustainability

To what extent are the target groups and/or relevant local authorities/institutions able to afford the maintenance or replacement of the technologies/services/outputs introduced by the project? What are measures that could support this?

What support might schools and communities need to ensure the sustainability of the program?

To what extent is it likely that the program results and the benefits of the intervention will continue after WFP's and the government work ceases? How have the activities built capacities and systems for the programs to continue? Most particularly:

- To what extent have the school feeding linkage with smallholder farmers supported sustainability of the project?
- To what extent has the program influenced the government to increase investments in education and nutrition?
- To what extent has this joint coordination led to longer- term partnerships and synergies across relevant sectors? Sustainability

Are there any risks to the program's sustainability, and how can they be mitigated?

Methodology and ethical considerations

The evaluation must conform to UNEG ethical guidelines for evaluation. Accordingly, the selected evaluation firm is responsible for safeguarding and ensuring ethics at all stages of the evaluation process. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of respondents, ensuring cultural sensitivity, respecting the autonomy of respondents, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results do no harm to respondents or their communities.

The evaluation firm will be responsible for managing any potential ethical risks and issues and must put in place, in consultation with the evaluation manager, processes and systems to identify, report and resolve any ethical issues that might arise during the implementation of the evaluation. Ethical approvals and reviews by relevant national and institutional review boards must be sought where required.

To protect the perceived independence and impartiality of the evaluation, the evaluation team and the evaluation manager should neither have been involved in the design, implementation or monitoring of the WFP Decentralized evaluation of Livelihoods and School Feeding programs nor have any other potential or perceived conflicts of interest. All members of the evaluation team are required to abide by the 2020 UNEG Ethical Guidelines, including the Pledge of Ethical Conduct as well as the WFP technical note on gender. The evaluation team and individuals who participate directly in the evaluation at the time of issuance of the purchase order are expected to sign a confidentiality agreement and a commitment to ethical conduct. These templates will be provided by the country office when signing the contract.

EVALUATION TEAM: The evaluation will be conducted by a team of independent consultants with a mix of relevant expertise related to Libya.

The evaluation team is expected to include up to six members, including an experienced team leader, senior evaluator (Specialist in Livelihoods Programming), Senior Evaluator (Specialist in school feeding Programming), Evaluator (Humanitarian & Emergency Programming Specialist), Evaluator (Gender Specialist) and one Data Analyst (Qualitative and Quantitative Analysis). To the extent possible, the evaluation will be conducted by a gender-balanced, geographically and culturally diverse team with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the ToR. At least one team member should have previous WFP experience and be fluent in Arabic language.

EVALUATION CHAIR: the evaluation will be chaired by Mohamed Sheikh, who nominates the evaluation manager, approves all evaluation deliverables, ensure the independence and impartiality of the evaluation at all stages, participates in discussions with the evaluation team, oversee the dissemination and follow up process, including the management response.

EVALUATION MANAGER: The evaluation will be managed by Andrew Fyfe, who will be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts, to ensure a smooth implementation process and compliance with quality standards for process and content. Support will be provided by the Regional Evaluation Unit throughout the evaluation process.

EVALUATION REFERENCE GROUP: advisory group composed of a cross-section of WFP and external stakeholders from relevant business areas. It provides advice and feedback at key moments of the evaluation process. It is guided by the principles of transparency, ownership and use and accuracy. It is composed of:

Andrew Fyfe	WFP Regional Evaluation Office (Evaluation Manager)
Mohamed AGHNAYAH	WFP Senior Program Associate
Mohamed SHEIKH	WFP Country Director
Patrick FITZGERALD	WFP Head of RAM
Sufyan ALASHAB	WFP Senior Program Associate
Sangita BISTA	WFP Evaluation Officer
Yasuyuki MISAWA	WFP Deputy Country Director

STAKEHOLDERS: WFP key stakeholders are expected to engage throughout the evaluation process to ensure a high degree of utility and transparency. External stakeholders, such as beneficiaries, government, donors, implementing partners and other UN agencies will be consulted

Timing and key milestones

Inception: October 2024. This phase aims to prepare the evaluation team by ensuring that the evaluators have a good grasp of the expectations for the evaluation and prepare a clear plan for conducting it. The

Inception Report will explain how the team intends to conduct the work with emphasis on methodological and planning aspects.

Data collection: November 2024. The fieldwork will span over four weeks and will include visits to the principal geographic areas of the country (Benghazi, Dera, Tripoli, Sebha, and surrounding areas) and primary and secondary data collection. A debriefing presentation of preliminary findings will be conducted.

Reporting & Analysis: January 2025. The evaluation report will present the findings, conclusions and recommendations. A stakeholder workshop will be held in February 2025 to ensure a transparent evaluation process and promote ownership of the findings and preliminary recommendations by stakeholders.

Dissemination: Findings will be actively disseminated, and the final evaluation report will be publicly available on WFP's website.

Full Terms of Reference are available at [add link on WFP.ORG](#)

Annex 2. Timeline

Mindful of the sensitivity of the issues around access to the country and locations, the workplan outlined below was longer than the calendar proposed in the TOR.

Table 21: Annex 2. Timeline

Steps	By whom	Key dates
Inception		
Briefing	Full evaluation team. Virtual conference call chaired by the Evaluation Manager and attended by the CO	20 August 2024
Inception Workshop Tunis	Full evaluation team. Attended in person by the TL and national consultant, virtual attendance by the other two team members, chaired by the Evaluation Manager and attended by the CO. Held in Tunis because of access issues in Libya.	25 to 27 September
Draft inception report	TL with support from the team	5 October 2024
Revision and finalization of the inception report	TL with support from the team	20 November
Data collection		
Fieldwork	Visit in-country by Pernille Sorensen (Tripoli and Tawergha) and Emery Brusset (Tripoli, Tawergha and Benghazi). Souad Alamin visited Sebha (December 2024) and Derna (February 2025).	1 December to 24 February
Fieldwork debriefing	TL with support from the team. Done remotely	12 March
Reporting		
Draft Evaluation Report	TL with support from the team	14 April
Revised Evaluation Report	TL with support from the team	25 April
Final revised Evaluation Report submitted	TL with support from the team	5 May 2025
Dissemination and follow up		
Preparation of management response	Evaluation Manager, CO	20 May
Publication of debriefing slides and participation in-country debriefing.	TL	30 May

Annex 3. Methodology

This Annex describes the detail of the scope of the field case study visits, and the tools used on the ground. It is intended to summarize the approach, and explain the conduct of the field work.

1. The approach applied three main analytical tools: (1) the Evaluation Questions (which are given in the TOR and elaborated into an evaluation matrix which sets out the various lines of enquiry). (2) The Theory of Change (ToC) which transcribed the logic of intervention into visual elements. (3) The semi-structured interviews and observations conducted in the country which contributed credible and non-anecdotal evidence by using hypotheses by tying together assumptions made by the CO and individual evaluation questions.
2. The evaluation matrix ensured the purposeful use of data to answer the Evaluation Questions, helping structure the approach. The matrix contains all the questions and subsidiary elements. The Theory of Change (ToC) provided a framework that has been applied to guide the methodological design of this qualitative evaluation for the school feeding and livelihood program. The ToC outlines the key assumptions and pathways through which the program aims to achieve its impact, such as improving nutrition, boosting school attendance, and enhancing livelihoods. As such, it was a roadmap for the evaluation, who to involve (further detailed in an extensive stakeholder table), how to track progress, and where to test assumptions. It ensured that the evaluation was aligned with the program's strategic goals.
3. The case studies helped to target the field visits so as to validate the assumptions that link activities to outputs and outcomes (for example providing vocational training to women will improve their livelihoods and, in turn, boost local food production) across different contexts or regions. They also helped probe contextual factors to find alternative explanations for the observed changes (such as: Are there other factors driving improved school attendance besides the school feeding program?).
4. The working hypotheses which informed each case study are presented below. They reflect the key points highlighted orally by primary stakeholders during the Inception Phase, and were the following:
 - **Visit to Fezzan (i.e. Sebha):** WFP has made a consistent effort to be conflict sensitive in its work in Libya, particularly in the troubled areas of the Fezzan. This case study explored the left-hand side of the second (more complex) Theory of Change, in particular the causal flow from community asset creation to the creation of early warning networks, access to markets, climate change adaptation, and the contribution to peace. The claim to increase social cohesion was checked through a counterfactual approach, where areas in which comparable assets have failed have been compared with areas where WFP asset creation succeeded, exploring key factors. This was checked against the United States Institute of Peace studies and conflict sensitivity monitoring of WFP.
 - **school feeding in Tawergha and outlying Tripoli:** WFP personnel find it difficult to adopt a needs-driven approach to populations of concern, due to the challenges of access and governance. Envisioning a nutrition- and gender-sensitive school feeding program (upper right-hand of the 'realistic' Theory of Change, 'National Actors and Systems'), the Tripoli CO built on its proximity to sites (Tawergha is two hours from Tripoli by car, Seida Hajjer an hour by car) and close relationships with the central Ministries of Education and Agriculture at a technical level. This led to the targeting of schools and the extension of the activities of the two principal CPs (Tatweer and Asarya) in the west of the country. The security limitations imposed by UNDSS obliged the evaluation to spend only one day visiting the location. The interviews yielded valuable feedback on beneficiary perceptions, but the context which generated a wide range of diverse and even opposing views could not be explored, as should be the case for a case study.

- **Made in Libya, Derna:** This initiative is one of the concrete linkages which WFP created between the two activities, in response to the recommendation of the DE of 2021.¹¹⁵ It corresponds to a validation of the central elements of the Theory of Change, which runs from the creation of community assets to the sustainability of food systems. This case study focused on the 32 bakeries supported in Derna, which corresponds to the central result: 'Skills of food insecure aid recipients are enhanced and facilitate employment and establishment of viable businesses'. Here significant security restrictions narrowed the range of stakeholders that could be met, in what remains a high surveillance area.
- **Central Kitchen, in Benghazi:** An underlying risk to the success of the school feeding activities is the low capacity of the partners. This is identified towards the right-hand side of the 'realistic' Theory of Change (although not in the documentary one), and adjacent to the output of 'Cooperation with municipalities and entrepreneurship offices are strengthened'. Benghazi has been a salient focus of WFP efforts, hosting for many years an Area Office with a strong programming capability. The Central Kitchen has been a flagship of these efforts and managed to federate the supply chains needed for the timely provision of quality food. The Central Kitchen has, however, been closed since 2023 due to the resource constraints. The case study visit explored the linkages and actors involved in the provision of food processing and packaging (FFT/CFT), and the achievement of market linkages between schools, farmers and other local food producers (referring again to the right hand of the Theory of Change). The one week visit enabled the evaluation team to understand both the wide range of actors and the constraints WFP works under.

Various data collection methods were applied for collecting, structuring, and processing of data, which can be described in terms of four standard data collection methods, summarized below.

A desk-based review was undertaken of relevant documentary evidence, on the evolving country context over the evaluation period. The evaluability analysis gave an overview of strength of the intervention's monitoring processes and data in relation to gender, equity and wider inclusion considerations.

Documentary data and interview data were analyzed to identify recurrence and outlier statements that can be linked to particular CO functions. Triangulation was done across document sources, and in particular interviews and direct observation, seeking themes around plausibility and justification of program theories. The support of the WFP Evaluation Managers was key in enhancing access to documents internal to WFP and validating the approach.

Semi-structured interviews provided the second most important form of access to information. These were conducted with due consideration to the workloads of the interlocutors, to the sensitivity of the information, as well as to evaluation ethics. There were on occasion group interviews and classroom consultations. The interviews focused on explanatory narratives, with an eye to the degree of confidence in data on target groups, on the quality of data, and possible bias.

The interview guides were prepared based on a list of actors to be met, on the basis of the distribution of case studies. The formulation of the questions was naturally based on the evidence that is relevant to the evaluation question/case study combination, but also on the information gained prior to the event by the evaluation team member.

Direct field observation was conducted through the case studies to provide a first-hand intra-case understanding of the project interventions and to allow for comparison across different sites and triangulate with secondary information. All efforts were made to access WFP actual distribution and intervention sites, with a focus on the more vulnerable population groups. The evaluation team sought to operate in a mode of confidentiality and relative independence of WFP in the case studies, ensuring privacy, and representativeness of the interlocutors.

Data Cleaning and Analysis for case studies

¹¹⁵ <https://docs.wfp.org/api/documents/WFP-0000130331/download/> . see recommendations on page 58

The case studies component was a way to engage with staff, and an important way for the evaluation to respond to the requirement in the TOR that the evaluation be participatory and avoid negative consequences for the interlocutors with whom it engages. However the vagaries of access and timing meant that the visits had to be adapted progressively. The evaluation team also found that the prevalence of the evaluation matrix in defining the detail of the evidence created an additional constraint of time which reduced the development of the case studies. There were case study notes drafted after the visits, which were submitted to the Team Leader and checked for consistency and the presentation of the evidence. The data was essentially qualitative, and the team workshops helped strengthen the presentation in the body of the report.

Annex 4. Evaluation matrix

The purpose of the evaluation matrix is to provide a clear analytical framework that helps to reduce subjectivity in the evaluative judgement, by identifying for all evaluation questions and sub questions: i) lines of inquiry; ii) indicators; iii) data sources; iv) data collection methods; and v) data analysis approaches. The evaluation matrix is intended to match evaluation questions to key areas of the theory of change set out in the evaluation questions, ensuring that the evaluation assessed the extent to which WFP inputs and outputs directly led to, or contributed to, expected higher-level outcomes and impacts articulated in the (reconstructed) theory of change.

It was agreed not to treat the TOR question 5.5 “Are there any other expected or unexpected impact on systems, structures and individuals?” as the way in which the other Lines of Enquiry are structured this question will already have been covered in a variety of ways within Question 5.

Table 22: Annex IV. Evaluation Matrix

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Evaluation Question 1 – To what extent is the intervention relevant to the needs and priorities of the government, targeted population and stakeholders?				Criterion: Relevance	
Sub-question 1.1 To what extent was WFP's targeting criteria consistent with the needs of the key target groups of smallholder farmers, school children and households based on geographic vulnerabilities/ needs/ food insecurity and gender as well as integrating the activities for the 'Made in Libya' initiative's objectives?				Relevance	
Finding 1. WFP access to quality information (through needs assessments and other data gathering mechanisms) to understand the context and the views and most pressing needs of the affected population	<ul style="list-style-type: none"> Quantity and quality of needs assessments, performed since 2019 Evidence that perceptions of affected population (male and female (M/F)), including the most vulnerable, has been included in the assessments Quality and reach of the Third Party Monitoring 	<ul style="list-style-type: none"> Document review with a focus on the way the WFP internal and external reporting built on external sources Semi-structured interviews, focusing on the evidence base on which decisions are made, and the identification of key turning points (what 	<ul style="list-style-type: none"> RAM reports, evaluations, mission reports. Monitoring data VAM Plans and SOPs Risk Registers CFM figures and other relevant documentation Interviews with Key Informants: WFP CO and RBC Staff International non-governmental organizations 	<ul style="list-style-type: none"> Systematic coding and content analysis of data and interview data (using recurrent themes and key words) Triangulation through Case Study Visits to locations after reporting has been gathered and analyzed. 	Significant reporting limitations were compensated by the field visits.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	<p>and Community Feedback Mechanism, extent of (documented) feedback from targeted population, and evidence of response</p> <ul style="list-style-type: none"> • Structure of reporting, quality, and quantity of RAM monitoring, done since 2019 • Evidence of data protection measures in place. 	<p>worked, what did not) while considering constraints posed by emergency conditions</p> <ul style="list-style-type: none"> • Degree and frequency of gathering of available quantitative data (statistics) by WFP on the needs of the affected population 	<p>(INGOs), non-governmental organizations (NGOs), UN agencies and other international actors present in the country</p> <ul style="list-style-type: none"> • Principal WFP donors • Cooperating Partners (CPs), including a substantive number of local CPs. • Annual Country Reports (ACR) • Annual Performance Reports (APR) • Budget Revisions (BR) if applicable 	<ul style="list-style-type: none"> • Descriptive analysis, timelines, and narrative histories • Systematic disaggregation of data by sex age and disability and other vulnerable groups wherever feasible • Assessment of monitoring and procedures in place at CO level. 	
1.1.2. WFP use of the data available to enhance the responsiveness of the Activity Plans to the needs of the affected population	<ul style="list-style-type: none"> • Evidence that needs assessments have been used for decision-making • Evidence that other data (e.g., from RAM, PDM, M&E, CEM reports) have informed decision-making in a timely manner • Extent to which WFP Strategic Outcomes and activities are responsive to critical bottlenecks, hunger challenges, food security and nutrition issues as evidenced in available reports • Perceptions of international partners and cooperating partners on WFP's 				Access has been progressive, many personnel were well engaged in responding.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	understanding of the local context.				
Sub-question 1.2 To what extent is WFP's work coherent and aligned with national and sector-wide priorities, policies, strategies and programs? In particular the alignment and interdependencies with relevant government ministry policies?				Criterion: Relevance	
Finding 2 . Extent to which adjustments in the two activities responded to the main needs and policy planning in the country and local context (including National Development Program and Humanitarian Response Plan, UNSDCF .	<ul style="list-style-type: none"> Evidence that changes in the Activities 2 and 3 (objectives and scope of the assistance) responded well to the main evolution in national plans, Ministry of Education and Agriculture priorities, and humanitarian or recovery response. Evidence that changes in the Activities 2 and 3 responded well to changes in the activities of other UN agencies and INGOs. Evidence that engagement with the authorities was actively sought by WFP. 	<ul style="list-style-type: none"> Document review Semi-structured interviews, with a focus on the time-based dimensions, and constraints and factors of success encountered 	<ul style="list-style-type: none"> Interviews of Government officials, including during Inception Workshop. Interviews of Cooperating Partners and CO personnel ACRs, APRs, Budget Revisions Emergency Appeals, UN Secretary General Reports, OCHA, UNICEF and UNHCR reporting CSP BRs and interview narratives detailing the rationale of each BR RAM reports, evaluations, mission reports. To be analyzed in timeline form to extract precise and accurate trends to the changing context National documents Supply chain documentation Transfers and beneficiary data analyzed month by month to extract precise trends in relation with the changing context 	<ul style="list-style-type: none"> Analysis of the matching of internal guidelines, policies, and others, versus donor preferences, UNCT/HCT agreements, access limitations. Systematic coding and content analysis of data and interview data Analysis of the timing and overall frequency of changes in suppliers, transporters, and in Cooperating Partners, particularly at the time of the largest country transition points Triangulation across data collection methods and sources, seeking patterns of recurrence and outliers 	<p>Government data was found to be complex to obtain and process due to parallel structures.</p> <p>No issues found. Access has been progressive, and continued with the field visits.</p>
1.2.2. Adequacy of mechanisms in place to make timely decisions to adapt WFP assistance to the many major changes in the context.	<ul style="list-style-type: none"> Quality of WFP's mechanisms to regularly monitor and anticipate major shifts in the political and security contexts Timeliness of assessments, targeting, 				

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	<p>monitoring, reviews, reporting, and evaluation compared to when information was needed for decision making</p> <ul style="list-style-type: none"> • Frequency of adherence to standard decision-making mechanisms (for transitions as well as individual SOs) foreseen by WFP to make strategic decisions in Early Action and Emergency Responses . • Evidence of a decision-making process to adhere or not to Early Action and Emergency Responses mechanisms and procedures. • Timeliness of WFP adaptations compared to initial planning and chain of events that disrupted the country context, including timeliness in elaboration of Concept of Operations (to respond to Early Action and Emergency Response) • Perception of stakeholders on WFP 		<ul style="list-style-type: none"> • Resource mobilization data and strategy, with a focus on prioritization, targeting, geographical coverage, and proposed modality • Interviews with Key Informants: • WFP CO (current and former management team) and RBC Staff • Donors and (I)NGOs • Cooperating Partners • Government (MoA, MoE) 	<ul style="list-style-type: none"> • Descriptive analysis, timelines, and narrative histories • Systematic disaggregation of data by sex age and degree of vulnerability wherever feasible. • Case study stakeholder visits to public administration and Ministries to verify convergence of views. 	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	ability to plan and adapt its work in a dynamic / rapidly changing environment.				
1.2.3. Extent to which changes in the activities continue to reflect WFP comparative strengths	<ul style="list-style-type: none"> Evidence that changes in the Activities 2 and 3 (objectives and scope of the assistance) reflects WFP comparative strengths (and this is documented in the design documents) Perception of stakeholders on whether WFP built on its strengths to respond to the successive crises Frequency of shifts, and time lag between significant external events, top ranking risks, and Budget Revisions. 				The team was able to obtain independent views and data to WFP self-reporting.
Sub-question 1.3: To what extent were the WFP's mechanisms for accountability to affected populations and other stakeholders designed appropriately?				Criterion: Relevance	
Finding 3. Extent to which the needs of the most vulnerable women, men, girls, and boys were identified and mapped.	<ul style="list-style-type: none"> Quality of research and monitoring in terms of data, systems, and processes (see Q 1.1), and in particular the ability to collect reliable primary data Clarity of beneficiary identification systems in place, evidence and 	<ul style="list-style-type: none"> Document review, based on best practice benchmarks in WFP (in reference to RAM Field Assessment guidance) Semi-structured interviews, focusing on degree of confidence in criteria for target 	<ul style="list-style-type: none"> WFP CSP and consecutive BRs documents Needs Based Plan (NBP) as per CSP and BRs Risk reporting and Environmental and social risk reporting COMET transfer and beneficiary reports 	<ul style="list-style-type: none"> Comparison of NBPs and CSP and Early Action and Emergency Response plans with existing RAM reporting Systematic coding and content analysis of interview data. 	Documentation could be checked against observation by the evaluation, and actual beneficiary views.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	<p>justifications given to adaptations</p> <ul style="list-style-type: none"> Percentage/Margin of errors in beneficiary listing systems in place. Mechanisms for community consultation at different stages of the program (need identification, validation, providing information about the assistance (who is included and why, for what period of time and what is the entitlement), reporting back to community 	<p>groups, quality of data, and margins of error.</p> <ul style="list-style-type: none"> Case study visits to populations benefiting from Activity 2 asset creation, and to populations not benefiting from it. 	<ul style="list-style-type: none"> CFM Reports and Dashboard VAM reports Baseline, Endline and PDM. Supply chain data. Gender and age markers included in ACRs and APRs and rationale thereof Interviews with Key Informants: WFP Staff: Activity 2 and 3 manager, head of program, gender focal points, Budget and financing, Supply-chain, RAM, PGAAP, L3 and L2 contracts, Cooperating Partners, Suppliers. UN agencies (in particular IOM and UNICEF and Humanitarian Coordinator Beneficiaries Community Engagement Mechanism reporting and tracking of measures 	<ul style="list-style-type: none"> Triangulation across data collection methods and sources Descriptive analysis, timelines, and narrative histories Systematic disaggregation of data by sex (M/F) and other vulnerable groups wherever feasible Verification of the existence of accountability mechanisms, and stakeholders' perceptions of them. 	
1.3.2. Extent to which targeting criteria and delivery modalities were adapted to the needs of the most food and nutrition vulnerable women, men, boys, and girls in the country.	<ul style="list-style-type: none"> Extent to which supported target groups in terms of location and type of vulnerability matched with those identified in needs assessments and mapping. Extent to which the delivery modalities are adapted to the needs and constraints affecting target groups. 				No issues were found in responding to this question.
1.3.3. Extent to which cross-cutting priorities such as gender equality and disability inclusion as well as humanitarian principles and protection, were	<ul style="list-style-type: none"> Evidence of gender-equal and inclusive targeting under various output and outcome areas 				Very limited reporting was compounded by the sensitivity of

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
considered during the targeting of beneficiaries and used to tailor activities to the needs of beneficiaries.	<ul style="list-style-type: none">• Evidence of gender sensitive programming and potential gender transformative programming• Evidence of adherence to humanitarian principles (or lack thereof).				this data.
1.3.4 Degree to which the Community Feedback Mechanisms were updated to take into account the evolution of WFP policies.	<ul style="list-style-type: none">• Use of internal guidelines, policies, and others, as opposed to a static system.• Consideration of UNCT/HCT agreements• Responses to and utilization of USIP and other advice.				The evidence found was sufficient to reach conclusions.
Sub-question 1.4: To what extent was the program intervention response to COVID-19 effective and appropriate?				Criterion: Relevance	
Finding 4 Response to COVID crisis	<ul style="list-style-type: none">• Degree to which WFP’s implementation plans and budget revisions are informed by assessments of COVID-19 evolving context and its effect on the most vulnerable groups• Evidence of application of procedures to respond to COVID-19 crisis• Evidence of achievement of output (and to extent possible,	<ul style="list-style-type: none">• Document Review• Key Informant Interviews (KIIs) / semi-structured interviews• Focus Group Discussions (FGDs)• In-depth analysis and keyword search of documents	<ul style="list-style-type: none">• COVID-19 response plan, internal monitoring results framework, workplans, ACRs, PDMs, CSP MTR, CO donor reports, WFP monitoring database• KIIs: WFP CO and FO staff, RBC staff, CPs, donors and parallel evaluations about the COVID response• FGD participants: indirect and direct beneficiaries	<ul style="list-style-type: none">• Thematic analysis of KII interviews and FGD notes• Triangulation of data sources• Visual and tabular display of quantitative data	Previous evaluations (including the 2021 evaluation) and CO reporting were of good quality.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	<p>outcome) level results planned in response to COVID-19 crisis</p> <ul style="list-style-type: none"> Evidence of an increase of resilience to COVID-19 shocks among targeted food-insecure communities Evidence that the response to COVID-19 resulted in new approaches, new models and new partnerships 				
Evaluation Question 2 – How effective has WFP been in meeting the objectives of its interventions and specifically in responding to the needs of its target beneficiaries?				Criterion: Effectiveness	
Sub-question 2.1: To what extent were the outputs and outcomes of the Livelihoods and School Feeding activities achieved, and what were the major internal and external factors influencing the achievement or non-achievement of those outcomes?				Effectiveness	
Sub-questions	Indicators	Data Collection Methods	Main Sources of data/information	Data Analysis Methods/ Triangulation	Data availability/ reliability

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Finding 5 Level of attainment of planned outputs	<ul style="list-style-type: none"> Achievement of quantitative targets for the planned activities and outputs Quality of activities and outputs delivered Weighing the relative importance of what was achieved Factors affecting the generation of outputs from activities as per reconstructed ToC (such as evidence for specific implementation facilitating factors / constraints; reasons for delivery / non-delivery) Explicit consideration of the inclusion -adequacy trade off. Gender disaggregation of participants, proportion of migrants 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) / semi-structured interviews Focus Group Discussions (FGDs) 	<ul style="list-style-type: none"> Internal monitoring results framework, workplans, ACRs, CSP MTR, CO donor reports, PDM, WFP monitoring database KIIs: WFP CO and RBC staff, WFP FOs, CPs, DPs, donors FGDs with participants: indirect and direct beneficiaries Observable infrastructure, assets 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes <p>Triangulation of data sources. Visual and tabular display of quantitative data</p>	There were significant output and especially outcome level data gaps which did not allow the reflection of overall performance and had to be complemented by more limited sources of evidence.
Finding 6 Progress towards achieving strategic outcomes in relation to external factors	<ul style="list-style-type: none"> Evidence of the expected WFP contribution to Activity/CSP outcomes as defined in the reconstructed TOC Extent to which activities and outputs have contributed to intended outcomes. 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) / semi-structured interviews Focus Group Discussions (FGDs) 	<ul style="list-style-type: none"> CSP and consecutive budget revision documents, CSP logical frameworks, ACRs, RAM reports, PDM reports, Partner assessment report, CSP MTR KIIs: WFP CO and FO Staff, CPs, DPs, donors FGDs: indirect and direct beneficiaries 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes Triangulation of data sources, in particular case study visits. This will be used to develop the counterfactual analysis in Fezzan region as regards 	There were significant output and especially outcome level data gaps which did not allow the reflection of overall performance and had to be complemented by

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	<ul style="list-style-type: none"> Evidence and examples of contribution to unintended outcomes (those not defined in the TOC) External and internal factors affecting the outcome attainment Degree to which WFP's implementation plans and budget revisions are informed by assessments of the evolving economic crisis and its effect on the most vulnerable groups Relative weight of results/outcomes achieved and differential results through inclusive and equity lens 		<ul style="list-style-type: none"> Observable infrastructure, assets 	the similarity or divergence of resilience and school feeding trajectories over the evaluation period.	more limited sources of evidence.
Sub-question 2.2: Have the Livelihoods and School Feeding activities positively contributed to prevent or mitigate any protection risks occurring for the affected population?				Criterion: Effectiveness	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Finding 11 In what way does WFP adhere to humanitarian principles and “Do No Harm” in all phases of its assistance? How does WFP manage the trade-offs between humanitarian principles?	<ul style="list-style-type: none"> Measures taken by WFP in response to considerations of the principle of “Do no harm” (regularly and with wide participation from the CO team) in the development, implementation and adaptation of plans. Degree to which protection was considered from a multi-stakeholder analysis (to staff, to partners, to affected people, other). Evidence that the CO team considered how humanitarian principles (humanity, independence, impartiality, neutrality) could be adhered to, reports of any tensions between them and explicit process to manage trade-offs, if any. 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) / semi-structured interviews Focus Group Discussions (FGDs) 	<ul style="list-style-type: none"> WFP policies and guidance, CSP, BR documentation, Annual reports, relevant secondary data and documentation. Access data. KIIs: WFP CO management, RBC, AO teams, CP (workshops), Other agency – UN teams, (I)NGOs 	<ul style="list-style-type: none"> Thematic analysis of KII interviews Triangulation of data sources Analysis of trends in cross-cutting indicators 2019-24 	The case study approach allowed for a validation of the positive reporting by WFP, although nuances could be made for some cases.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
2.2.2 How does WFP ensure accountability to affected populations?	<ul style="list-style-type: none"> Evidence of application of the Community Engagement /Feedback Mechanism (CFM). Accessibility of CFM across all population groups (language, ability, geography) Responsiveness of program to feedback including through two-way communication and prompt program adaptation. 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key Informant Interviews (KIIs) 	<ul style="list-style-type: none"> CFM data per year and reports. WFP policies and guidance, CSP, BR documentation, Annual reports, KIIs: WFP CO management, RBC, AO teams, CP (workshops), Review of the Community Engagement reporting. Degree of awareness of Area Office personnel of the CFM. 	<ul style="list-style-type: none"> Thematic analysis of KII interviews Triangulation of data sources Analysis of trends in cross-cutting indicators 2019-24 and data quality 	
Sub-question 2.3 Were results achieved consistently across different population groups (including men, women, boys and girls and people living with disabilities or other marginalised groups)?				Criterion: Effectiveness	
Finding 12 Progress towards gender equality and women's empowerment	<ul style="list-style-type: none"> Degree to which the Activity 1 and 2 integrates gender and disability dimensions in programming, staffing (profiles and staffing approaches) and implementation of interventions Evidence that cooperating partners are applying principles and standards of equity Examples of vulnerability and equality focused approaches: e.g., access to education, TVET, finance, 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) Focus Group Discussions (FGDs) 	<ul style="list-style-type: none"> CSP and consecutive budget revision documents, Gender analyses (country level and/or for planned interventions). WFP Gender Equality Policy and guidance, ACRs, CSP MTR, monitoring reports, CFM reporting, AAPs KIIs: WFP Staff: M&E, VAM, Gender & Protection, stakeholders from humanitarian clusters and working groups, CPs FGDs: direct and indirect beneficiaries 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes Triangulation of data sources, Case study visits will prioritize a contrasted analysis of the experience of women and marginalized groups, in particular migrants. 	Issues in data disaggregation were compensated by observation.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	entrepreneurship support; improved intra-mural distribution of resources, and other aspects of GEWE.				
2.3.2 Extent of micro-level mainstreaming	<ul style="list-style-type: none"> Community Based Participatory Planning conducted in a way to promote gender equality and women's empowerment, as well as the consultation of marginalised groups, migrants and people living with disabilities. Efforts made to promote social and behavioural change 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) Focus Group Discussions (FGDs) 	<ul style="list-style-type: none"> KIIs: WFP Staff: M&E, VAM, Gender & Protection, stakeholders from humanitarian clusters and working groups, CPs FGDs: direct and indirect beneficiaries 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes Triangulation of data sources through case study visits. 	The field visits, albeit highly constrained, provided most evidence.
Evaluation Question 3 – To what extent did the intervention achieve an optimal use of the budget and time allocated?				Criterion: Efficiency	
Sub-question 3.1 Were the activities efficiently implemented (specifically availability of monetary and non-monetary contributions, timeliness of implementation, adequacy and appropriateness of inputs and cost effectiveness)?				Efficiency	
Sub-questions	Indicators	Data Collection Methods	Main Sources of data/information	Data Analysis Methods/ Triangulation	Data availability/ reliability
Finding 13 Were the resources allocated by WFP made available in a timely and appropriate manner?	<ul style="list-style-type: none"> Degree of a match between financial and human resources identified as needed and those provided/accessed by CO (including those from RB and HQ). 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) / semi-structured interviews 	<ul style="list-style-type: none"> WFP policies and guidance, CSP, BR documentation, Annual reports, HR and supply chain data (incl. lead time analysis, cost analysis, transfer modality framework use), risk registers and area-level risk analysis, FLAs, audits and 	<ul style="list-style-type: none"> Thematic analysis of KII interviews Triangulation of data sources Timeline analysis in the four case study visits marking the emergence of need, and the timing of 	Data quality was adequate, but the turnover and distractions of ongoing work constrained this analysis significantly.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
	<ul style="list-style-type: none"> Speed of resources being made available (flexibility and timeliness of financial resources, degree of experience and timeliness of human resources; speed with which partners are contracted, use of mechanisms to enhance efficiency, e.g., advance financing) after a requirement was presented to Supply, HR and Finance teams. 		evaluations; resource mobilization strategies <ul style="list-style-type: none"> Data on grants/funding; human resource needs and provision; supply chain data; Data on use of WFP advance finance mechanisms. WFP policies and guidance, CSP, BR documentation, Annual reports, KIIs: WFP CO management, RBC, AO teams, CP (workshops),	deliveries within the evaluation period.	
3.1.2 Were the main risks well identified and fully taken into account by WFP program management, finance, CP points of contact and supply chain?	<ul style="list-style-type: none"> Ways in which any measures taken for risk management and financial monitoring allowed gains in efficiency by the CO Speed of revisions in partnership contracts including with CPs 	<ul style="list-style-type: none"> Document review Semi-structured interviews, with a focus on the risks and corresponding measures taken 	<ul style="list-style-type: none"> Risk matrices, Budget Revisions and CP contract sample (focusing on the larger CPs). CP Reports and incident reports. 	<ul style="list-style-type: none"> Focus on key moments of transition in the delivery of the two programs 	Data quality was adequate, but the turnover and distractions of ongoing work constrained this analysis significantly.
Sub-question 3.2 How efficiently were resources allocated in accordance with the 'Made in Libya' initiative, considering the integration of the intervention and its impact on linking school feeding programs to Libyan produce and products developed under WFP livelihoods support activities?				Criterion: Efficiency	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Sub-questions	Indicators	Data Collection Methods	Main Sources of data/ information	Data Analysis Methods/ Triangulation	Data availability/ reliability
Finding 14 Was 'Made in Libya' able to meet the needs of both the Livelihoods and School Feeding activities?	<ul style="list-style-type: none"> Degree to which assistance reaches beneficiaries in line with 'Made in Libya' initiative against that needed and planned through different modalities under Activities 2 and 3. Evidence that efficiency is monitored both in terms of cost management achieved but also factors contributing to and hindering it. 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) Semi-structured interviews Case study visit to the Made in Libya implementation in Derna. 	<ul style="list-style-type: none"> WFP policies and guidance, CSP, BR documentation, Annual reports, supply chain and HR data, audits and evaluations WFP policies and guidance, CSP, BR documentation, Annual reports, Data on grants/funding; human resource needs and provision; supply chain data; Data on use of WFP advance finance mechanisms.; program/activity/area implementation plans; CP and new supplier contracting process (data on timing for agreement to new ones); program implementation data vis-à-vis plans (CO level, selected area office) KIIs: WFP CO management, RBC AO teams, CP (workshops), case study visit. 	<ul style="list-style-type: none"> Thematic analysis of KII interviews 	The greatest prevalence of evidence came from the field visits. Documentary data was adequate but little contextualized.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Finding 15 Was the assistance provided to the right actors to be able to deliver the activities without waste and building on synergies?	<ul style="list-style-type: none"> Evidence that quality factors (inclusion, vulnerability, nutrition-sensitive, other) were considered in calculations of cost-effectiveness. Comparative analysis of the partners called upon in different parts of Libya and at different points in time 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) Semi-structured interviews Case study visit to the Made in Libya implementation in Derna. 	<ul style="list-style-type: none"> KIIs: WFP CO management, RBC AO teams, CP (workshops), case study visit. 	<ul style="list-style-type: none"> Weighing comparatively the perspectives of as wide a range of respondents as possible. Observation of two activities to identify possible gains or instances of waste. 	
Sub-question 3.3 To what extent were gender and protection considerations integrated into program management, monitoring and reporting?				Criterion: Efficiency	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
3.3.1 Existence of awareness and application of WFP guidance on safeguards (including conflict sensitivity and AAP) as regards the beneficiary populations?	<ul style="list-style-type: none"> Evidence of protection and gender challenges being accurately identified regularly, at local levels and differences between groups considered. Evidence of participation of partners and affected population in informing WFP analysis of protection challenges (including input to and feedback on protection guidelines 2021). Evidence of adaptation of the program to address protection challenges. 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) Semi-structured interviews Case study visits 	<ul style="list-style-type: none"> WFP policies and guidance, CSP, BR documentation, Annual reports, Protection Impact Assessment(s), relevant secondary data and documentation. Cross cutting data. Community Engagement Mechanism reporting and tracking of measures. KIIs: WFP CO management, RBC, AO teams, CP (workshops), evaluation primary community-level data. Other agency – UN teams, ICRC, (I)NGOs Feedback from Area Office interviews of affected populations. 	<ul style="list-style-type: none"> Thematic analysis of KII interviews of CPs Triangulation of data sources Analysis of trends in cross-cutting indicators 2019-24 	The absence of disaggregation in reporting was compensated by field visits.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
3.3.2 Were there operational and programming trade-offs between the standards of the organization and the imperative of delivering the activities on the ground?	<ul style="list-style-type: none"> Evidence of participation of partners and affected population in informing WFP of gaps in delivery, either in terms of protection, inclusiveness or context sensitivity, or in terms of WFP prudential decisions not to deliver. Evidence of decisions to not deliver the program to better address protection challenges. 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) Semi-structured interviews Case study visits 	<ul style="list-style-type: none"> Community Engagement Mechanism reporting and tracking of measures. KIIs: WFP CO management, RBC, AO teams, CP (workshops), evaluation primary community-level data. Other agency – UN teams, ICRC, (I)NGOs Feedback from Area Office interviews of affected populations. 	<ul style="list-style-type: none"> Thematic analysis of KII interviews of CPs Triangulation of data sources Analysis of trends in cross-cutting indicators 2019-24 	
Evaluation Question 4 – To what extent is the intervention appropriate/compatible with other interventions in a country, sector or institution?				Criterion: Coherence	
Sub-question 4.1 Were the activities adequately aligned with WFP Libya's CSP overall especially in terms of implementing the integrated 'Made in Libya' initiative?				Coherence	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Sub-questions	Indicators	Data Collection Methods	Main Sources of data/ information	Data Analysis Methods/ Triangulation	Data availability/ reliability
Finding 16 Creation of synergies with other Activities undertaken by WFP Libya	<ul style="list-style-type: none"> Evidence of mutually reinforcing components at different points in time within WFP Stakeholder perceptions on the strategic choices WFP has made in its partnerships with other CPs (e.g., in terms of corporate mission, thematic expertise, available resources) Stakeholder perceptions on how WFP contributes to filling gaps, exploits opportunities for interaction and induced effects, avoids overlaps/ duplications, and opinions on what could be done better in future 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) / semi-structured interviews 	<ul style="list-style-type: none"> CSP document; ACRs, CSP MTR, CO donor reports KIIs: WFP CO and RBC staff, UN agencies, IFIs, INGOs, civil society, bilateral donors 	<ul style="list-style-type: none"> Thematic analysis of KII interviews Triangulation of data sources 	The greatest prevalence of evidence came from the field visits. Documentary data was adequate but little contextualized.
Sub-question 4.2 To what extent and how were multisector and multistakeholder partnerships and actions across the joint program appropriately and effectively leveraged (sequenced, layered, integrated) for overall program coherence and impact?				Criterion: Coherence	

<p>Finding 17 WFP's partnership strategies; in both breadth (quantity) and depth (quality) terms were activated within the scope of Outcome 2 in Libya.</p>	<ul style="list-style-type: none"> • WFP Partnership Strategy in place and in use to enhance collaboration and cross-sector coherence • Evidence that WFP promoted effective partnerships and strategic alliances around its main outcome areas and SDGs • Evidence and examples of missed partnership opportunities • Evidence of additionality and contribution resulting from programmatic integration and development partners/UN/private sector engagement • Quantity and quality of information shared through formal and informal coordination mechanisms • Evidence and examples of partnerships that contributed to Activity 2 and 3 results • Examples and stakeholder views on utility and added value of WFP partnerships and strategic alliances around its main outcome areas 	<ul style="list-style-type: none"> • Document review • In-depth analysis and keyword search of documents • Key informant Interviews (KIIs) / semi-structured interviews 	<ul style="list-style-type: none"> • Documents: CSP document, ACRs; • Key informants: WFP CO, FOs, RBC staff, CPs, UN agencies, IFIs, INGOs, civil society, bilateral donors • KIIs: current and former WFP CO/RBC staff, GoL staff, district officials, CPs, donors, UN agencies, CSOs, private sector 	<ul style="list-style-type: none"> • Thematic analysis of KII interviews • Triangulation of data sources 	
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Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
4.2.2 Beyond the two results chains of the two activities, were there common partners, platforms (in the widest sense) or other sectors put to mutually reinforcing use to achieve these results?	<ul style="list-style-type: none"> Evidence and examples of joint activities and implementation that contributed to Activity 1 and Activity 2 results Evidence that joint activities and implementation built on WFP comparative advantage and added value (complementarity, synergy) WFP supports non-state actors to increase their capacities to contribute to WFP SOs. WFP supports non-state actors to increase their safety and security when contributing to WFP SOs. 	<ul style="list-style-type: none"> Document review In-depth analysis and keyword search of documents Key informant Interviews (KIIs) Semi-structured interviews 	<ul style="list-style-type: none"> Document review: ICSP and Budget Revisions, internal monitoring results framework, workplans, Annual and donor reports and financial reports, WFP monitoring database KIIs: WFP CO, FOs RBC; CPs, IFIs, INGOs, CSOs donors, private sector 	<ul style="list-style-type: none"> Thematic analysis of KII interviews Examples, in the case study visits, of the status of partnerships at the visit site. 	
Evaluation Question 5 – To what extent have the interventions generated or are expected to generate significant positive or negative effects, intended or unintended, at a higher level?				Criterion: Impact	
Sub-question 5.1 Are there any unintended positive and/or negative short-, medium- and/or longer-term effects of the Livelihoods and School Feeding activities on the targeted population, non-beneficiaries? Were there any differential impacts on different subgroups (for example boys vs. girls, urban vs. rural)?				Criterion: Impact	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Sub-questions	Indicators	Data Collection Methods	Main Sources of data/ information	Data Analysis Methods/ Triangulation	Data availability/ reliability
Finding 18 What were the wider effects of the Livelihoods and School Feeding activities on the targeted population and surrounding affected populations?	<p>Frequency and quality of context and impact analysis by WFP CO (such as analysis of social cohesion), description of mitigation measures and indications of implementation</p> <p>Ability of Sub-Office staff to describe the environmental and social risks, and the measures taken to address these risks at an operational level</p> <p>Recognisable adjustments in operations and programs at the Sub-Office level that map those social and environmental risks</p> <p>Positive and negative impacts a and impact that can be observed as a result of Activities 2 and 3.</p>	<p>Documentation at the FO and AO level, verification of the existence of measures that relate to environmental and social sensitivity issues</p> <p>In-depth analysis and keyword search of documents</p> <p>Key-informant Interviews (KIIs) / semi-structured interviews</p> <p>Focus Group Discussions (FGDs)</p> <p>Site observation during distribution</p>	<ul style="list-style-type: none"> FGDs with Sub-Office Staff, including program and operations personnel KIIs with selected beneficiaries and direct stakeholders in schools and at Activity 2 project sites. 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes The case study visit in Fezzan will use a counterfactual set of visits to ascertain the significance of WFP's effects. 	Limited movement and time for field visits prevented obtaining quality data. The documentation and interviews are rated as having a low level of confidence.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
5.1.2 Were there any differential impacts on different subgroups (e.g., boys vs. girls, urban vs. rural)?	<p>Evidence that the assistance provided under SO2 has generated very different types or levels of impact among direct beneficiaries and surrounding stakeholders, increasing differentials in resilience.</p> <p>Evidence of inequitable impacts resulting from the type of assistance or the way in which it was delivered.</p>	<p>Documentation at the FO and AO level, verification of the existence of measures that relate to environmental and social sensitivity issues</p> <p>In-depth analysis and keyword search of documents</p> <p>Key-informant Interviews (KIIs) / semi-structured interviews</p> <p>Focus Group Discussions (FGDs)</p> <p>Site observation during distribution</p>	<ul style="list-style-type: none"> • FGDs with beneficiary groups around inequity. • Group interviews with Sub-Office Staff, including program and operations personnel • KIIs with selected beneficiaries and direct stakeholders in schools and at Activity 2 project sites. 	<ul style="list-style-type: none"> • Thematic analysis of KII interviews and FGD notes • The case study visit in Fezzan will use a counterfactual set of visits to ascertain the significance of WFP's effects. 	Limited movement and time for field visits prevented obtaining quality data. The documentation and interviews are rated as having a low level of confidence. This is compounded by the sheer diversity of beneficiaries.
Sub-question 5.2 Have the WFP livelihoods interventions empowered or developed and supported smallholder farmers including female leadership and the independence of targeted populations?				Criterion: Impact	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Finding 19 What has been the effect of the activities in the different regions and have they been favorable to small holder farmers, and if so in what way?	Degree to which assistance reaches small holder farmers in line with an increase in their capacities, especially for women, through different modalities of livelihoods assistance. Adaptation of small-holders to changes in circumstances in population profile and context attributable to WFP, such as sudden increases in people in need, evolution of market food prices, community access to assets.	Document review In-depth analysis and keyword search of documents Key-informant Interviews (KIIs) / semi-structured interviews Focus Group Discussions (FGDs) Case study visits	<ul style="list-style-type: none"> • Livelihoods studies, internal monitoring results framework, workplans, ACRs, PDMs, CSP MTR, CO donor reports, WFP monitoring database. • KIIs: WFP CO and FO staff, RBC staff, CPs, DP, donors • FGD participants: indirect and direct beneficiaries 	<ul style="list-style-type: none"> • Thematic analysis of KII interviews and FGD notes • Triangulation of data sources, i.e. corroboration by WFP staff after interviews with the affected populations. 	Limited movement and time for field visits prevented obtaining quality data. The documentation and interviews are rated as having a low level of confidence. This is compounded by the sheer diversity of beneficiaries.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
5.2.2 What has been the effect of the activities in the different regions and have they been favorable to women-led business, and their ability to achieve their long term aims?	<p>Extent to which potential obstacles occurring in the case study around interaction with and women-led enterprise were anticipated and planned for/mitigated including early warning systems use.</p> <p>Evidence of an increase of resilience to economic shocks among targeted food-insecure communities</p> <p>Evidence that the response to the economic crisis resulted in new approaches, new models and new partnerships</p>		<ul style="list-style-type: none"> • Livelihoods studies, internal monitoring results framework, workplans, ACRs, PDMs, CSP MTR, CO donor reports, WFP monitoring database. • KIIs: WFP CO and FO staff, RBC staff, CPs, DPs, donors • FGD participants: indirect and direct beneficiaries, conducted in the course of case study visits 	<ul style="list-style-type: none"> • Thematic analysis of KII interviews and FGD notes • Triangulation of data sources, i.e. corroboration by WFP staff after interviews with the affected populations. 	Limited movement and time for field visits prevented obtaining quality data. The documentation and interviews are rated as having a low level of confidence. This is compounded by the sheer diversity of beneficiaries.
Sub-question 5.3 How efficient was WFP in linking smallholder farmers to the school feeding activities and how did this lead to the creation of employment opportunities, farmers revenues and gains?				Criterion: Impact	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Finding 20 What linkages were achieved by WFP between smallholder farmers and school feeding activities?	Adequate targeting and coverage guidance/criteria in place and in use for a) inter-activity linkages (at provincial, district levels), b) between producers and food preparation points Extent to which the employment difficulties of disadvantaged groups (e.g., elderly women, disabled child) were considered during the linkages between activities	Document review In-depth analysis and keyword search of documents Key-informant Interviews (KIIs) / semi-structured interviews Focus Group Discussions (FGDs) Case study visits will analyze these linkages in particular in Benghazi and Derna.	<ul style="list-style-type: none"> Document Review: Needs Based Plan (NBP), ACRs, beneficiary reports, CFM Reports, VAM reports, Baseline, Endline and Post Distribution Monitoring (PDM) reports KIIs: WFP CO and FO staff, CPs, DPs, Gender / Protection / AAP staff, donors FGD participants: direct and indirect beneficiaries 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes Triangulation of data sources, i.e. corroboration by WFP staff after interviews with the affected populations. 	The reporting was limited in WFP and in independent assessments. This was partly compensated by field visits.
5.3.2 Did the linkages established between small holders and schools feeding lead to the creation of employment opportunities, farmers revenues and gains?	Extent to which the employment opportunities of more privileged groups (e.g., elderly women, disabled child) were considered during targeting of beneficiaries Degree of involvement of communities in the targeting process Evidence of measures undertaken to verify the longer term employment and revenue gains.	Key-informant Interviews (KIIs) / semi-structured interviews Focus Group Discussions (FGDs) Case study visits will analyze these linkages in particular in Benghazi and Derna.	<ul style="list-style-type: none"> Document Review: Needs Based Plan (NBP), ACRs, beneficiary reports, CFM Reports, VAM reports, Baseline, Endline and Post Distribution Monitoring (PDM) reports KIIs: WFP CO and FO staff, CPs, DPs, Gender / Protection / AAP staff, donors FGD participants: direct and indirect beneficiaries 	<ul style="list-style-type: none"> Triangulation of data sources, i.e. corroboration by WFP staff after interviews with the affected populations. Thematic analysis of KII interviews and FGD notes 	The absence of outcome reporting was partly compensated by field visits. This is compounded by the sheer diversity of beneficiaries.

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
5.3.3 To which extent is the SF program on track to influencing national policies (education, healthy and nutritious food) and programs?	<p>Extent to which the strategic outcome 2 and proposed activities were relevant to national & subnational priorities as expressed in national strategies and plans</p> <p>The degree to which WFP efforts to strengthen capacities of national and sub-national bodies (including government and civil society) have resulted in observable improvements in Libyan capacity to ensure school feeding, influence national policies in the future.</p> <p>The existence of exit strategies for Activity 3 and measures planned to support the sustainability of the actions</p>	<p>Document review</p> <p>In-depth analysis and keyword search of documents</p> <p>Key-informant Interviews (KIIs) / semi-structured interviews</p> <p>Focus Group Discussions (FGDs)</p> <p>Case study visits will analyze these linkages in particular in Tripoli.</p>	<ul style="list-style-type: none"> Degree of matching between the strategic outcome and national & subnational objectives outlined in national government strategies and plans Explicit reference to interventions set out in national & subnational government strategies and plans Degree of involvement of national & subnational governments in the preparation of the activities Perception of senior national & subnational government officials on the degree of alignment of WFP interventions with plans KIIs: WFP, Government, and other key stakeholders can identify the defined exit strategies for WFP within the CSP and actions taken towards these exit strategies. 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes Triangulation of data sources, i.e., 	No issues anticipated. Access has been progressive, and will continue with the field visit. Access may be reduced due to insecurity, but we rate this risk as low.
Evaluation Question 6 – To what extent are the activities and achievements of the intervention likely to be sustained over the long-term?				Criterion: Sustainability	
Lines of Enquiry	Indicators	Data Collection Methods	Main Sources of data/ information	Data Analysis Methods/ Triangulation	Data availability/ reliability
Sub-questions 6.1 What are key success factors in the program design, selection, set-up and implementation to ensure community and household commitment?				Criterion: Sustainability	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
Finding 21 What are key success factors in the program design and site and population selection, to ensure community and household commitment?	Assessment of internal and external factors that facilitated or hindered the understanding and support of communities of/to the overall approach to design and selection Ability of communities and households to describe the resources and efforts needed to continue the activities at an operational level	Document review In-depth analysis and keyword search of documents Key-informant Interviews (KIIs) / semi-structured interviews Focus Group Discussions (FGDs) Case study visit	<ul style="list-style-type: none"> Documentation at the FO and AO level, verification of the existence of measures that relate to environmental and social sensitivity issues FGDs with Area-Office KIIs/FGDs with selected beneficiaries and direct stakeholders in schools and at project sites. 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes The case study visit in Fezzan will use a counterfactual set of visits to ascertain the significance of local preparation for handover. 	The prevalence of contextual factors was well assessed through expert judgement and visits, while the WFP reporting was limited.
6.1.2 What are key success factors in the program set-up and implementation to ensure community and household commitment?	Assessment of internal and external factors that facilitated or hindered the local implementation or subsequent intended cascade effects Evidence that the investments made by WFP are maintained and used as planned.	Document review In-depth analysis and keyword search of documents Key-informant Interviews (KIIs) / semi-structured interviews Focus Group Discussions (FGDs) Case study visit	<ul style="list-style-type: none"> Documentation at the FO and AO level, verification of the existence of measures that relate to environmental and social sensitivity issues FGDs with Area-Office KIIs/FGDs with selected beneficiaries and direct stakeholders in schools and at project sites. 	<ul style="list-style-type: none"> Thematic analysis of KII interviews and FGD notes The case study visit in Fezzan will use a counterfactual set of visits to ascertain the significance of local preparation for handover. 	The prevalence of contextual factors was well assessed through expert judgement and visits, while the WFP reporting was limited.
Sub-questions 6.2 To what extent are the target groups and/or relevant local authorities/institutions able to afford the maintenance or sustainability or replacement of the technologies/services/outputs introduced by the project? What are measures that could support this? What support might schools and communities need to ensure the sustainability of the program?				Criterion: Sustainability	
Finding 22 To what extent are the target groups and/or relevant local authorities/institutions able to afford the maintenance or sustainability or replacement of the	Extent of the existence of capacities, intentions, ownership and resources which could be allocated to the continuation or maintenance of the outputs delivered by WFP.	Key-informant Interviews (KIIs) / semi-structured interviews with current and former WFP staff Project site visits and interviews with local	Existence of evidence in documentation of the intentional preparation of alternative approaches for continuity – disaggregated by stakeholder types and levels (authorities in the east and	Triangulation between data sources, data collection techniques, and data types KII with secondary stakeholders, including, among	The prevalence of contextual factors was partly assessed through expert judgement and visits, while the WFP reporting

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
technologies/services/outputs introduced by the project?	Nature and degree of commitment of the target groups and/or relevant local authorities/institutions to continue to maintain or deliver the outputs under Activities 2 and 3. Presence of alternative donors and sources of funding to WFP from January 2025.	authorities and beneficiaries	west, local authorities, CPs, other partners). Existence of evidence in document regarding the existence of alternative donors than WFP KIIs: WFP and Activities stakeholders' consensus perceptions regarding the exploration of alternative approaches for cost effective measures.	others: CD, DCD, SO Managers, Policy & Partnerships, M&E	was limited.
Finding 22 What are measures that could support maintenance and sustainability? What support might schools and communities need to ensure the sustainability of the program?	Extent of the existence of capacities, intentions, ownership and resources which could be allocated to the continuation or maintenance of the outputs delivered by WFP. Nature and degree of commitment of the target groups and/or relevant local authorities/institutions to continue to maintain or deliver the outputs under Activities 2 and 3. Presence of alternative donors and sources of funding to WFP from January 2025.	Key-informant Interviews (KIIs) / semi-structured interviews with current and former WFP staff Project site visits and interviews with local authorities and beneficiaries	Existence of evidence in documentation of the intentional preparation of alternative approaches for continuity – disaggregated by stakeholder types and levels (authorities in the east and west, local authorities, CPs, other partners). Existence of evidence in document regarding the existence of alternative donors than WFP KIIs: WFP and Activities stakeholders' consensus perceptions regarding the exploration of alternative approaches for cost effective measures.	Triangulation between data sources, data collection techniques, and data types KII with secondary stakeholders, including, among others: CD, DCD, SO Managers, Policy & Partnerships, M&E	The prevalence of contextual factors was partly assessed through expert judgement and visits, while the WFP reporting was limited
Sub-question 6.3 To what extent is it likely that the program results and the benefits of the intervention will continue after WFP's and the government work ceases? How have the activities built capacities and systems for the programs to continue? Most particularly: - To what extent have the school feeding linkages with smallholder farmers supported sustainability of the project? - To what extent has the program influenced the government to increase investments in education and nutrition?				Criterion: Sustainability	

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
- To what extent has this joint coordination led to longer- term partnerships and synergies across relevant sectors?					
Finding 23 To what extent is it likely that the program results and the benefits of the intervention will continue after WFP's and the government work ceases? How have the activities built capacities and systems for the programs to continue? Most particularly: - To what extent have the school feeding linkage with smallholder farmers supported sustainability of the project?	Existence of evidence regarding barriers – if any – to resource mobilization including international donors and Government commitments – documentation and stakeholder perceptions Extent to which Activity 2 and 3 built or strengthened relevant capacity	Document review In-depth analysis and keyword search of documents Key-informant Interviews (KIs) / semi-structured interviews Case study visits will analyze these linkages in particular in Benghazi and Derna.	KIs with State and social services officials at various levels and in various areas of the country. KIs with current and former WFP Stakeholders, including, among others: CPs, community leaders and Mayors, businesses KIs working on the outputs achieved by WFP, as well as parent-teacher associations, customer and user associations. Triangulation between data sources, data collection techniques, and data types KIs with Donor and UN Peer Agencies – RCO, UNDP, UNICEF, EU, Japan and others Project site visits and interviews with local authorities and beneficiaries	Thematic analysis of KI interviews and FGD notes Triangulation of data sources, in particular donor reporting and financial decisions	The prevalence of contextual factors was partly assessed through expert judgement and visits, while the WFP reporting was limited.
6.3.2 To what extent is it likely that the program results and the benefits of the intervention will continue after WFP's and the government work ceases? How have the activities built capacities and systems for the programs to continue? Most particularly:	Perceptions of Government and other key stakeholders regarding resource mobilization potential and barriers within the stakeholders to a continuation of the activities. Extent to which linkages and partnerships are reflected in the ongoing and future	Document review In-depth analysis and keyword search of documents Key-informant Interviews (KIs) / semi-structured interviews Case study visits will analyze these linkages in particular in Benghazi and Derna.	KIs with State and social services officials at various levels and in various areas of the country. KIs with current and former WFP Stakeholders, including, among others: CPs, community leaders and Mayors, businesses KIs working on the outputs achieved by WFP, as well as	Thematic analysis of KI interviews and FGD notes Triangulation of data sources, in particular donor reporting and financial decisions	The prevalence of contextual factors was partly assessed through expert judgement and visits, while the WFP reporting was limited

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
<ul style="list-style-type: none"> - To what extent has the program influenced the government to increase investments in education and nutrition? - To what extent has this joint coordination led to longer-term partnerships and synergies across relevant sectors? 	<p>continuation scenarios for the outputs delivered.</p> <p>Extent to which Activity 2 and 3 built or strengthened relevant capacity</p>		<p>parent-teacher associations, customer and user associations.</p> <p>Triangulation between data sources, data collection techniques, and data types</p> <p>KIIs with Donor and UN Peer Agencies – RCO, UNDP, UNICEF, BHA, EU, Japan and others</p> <p>Project site visits and interviews with local authorities and beneficiaries</p>		
Sub-question s6.4 Are there any risks to the program's sustainability, and how can they be mitigated?				Criterion: Sustainability	
6.4.1 Are there any risks to the program's sustainability?	<p>Evidence that main operational risks identified and addressed</p> <p>Use of corporate risk management tools and processes, how often these have been updated for SO2;</p> <p>Evidence that risk management tools and processes have been applied</p> <p>Evidence of unaccounted for risks to sustainability</p>	<p>Document review</p> <p>In-depth analysis and keyword search of documents</p> <p>Key-informant Interviews (KIIs) / semi-structured interviews</p>	<p>WFP policies and guidance, SO2 documentation, Annual reports, audits and evaluations; risk registers and updates at country and sub-office level (Derna and Sebha).</p> <p>KIIs: WFP CO management, AO teams, CP (workshops).</p>	<p>Thematic analysis of KII interviews</p> <p>Triangulation of data sources</p>	<p>The data is considered sufficiently reliable, drawn from studies, interviews and WFP reporting.</p>
6.4.1 How could risks to the program's sustainability be mitigated?	<p>Evidence that risk management tools and processes have been applied</p> <p>Evidence of unaccounted for risks to sustainability</p>	<p>Document review</p> <p>In-depth analysis and keyword search of documents</p> <p>Key-informant Interviews (KIIs) / semi-structured interviews</p>	<p>WFP policies and guidance, SO2 documentation, Annual reports, audits and evaluations; risk registers and updates at country and sub-office level (Derna and Sebha).</p>	<p>Thematic analysis of KII interviews</p> <p>Triangulation of data sources</p>	<p>The data is considered sufficiently reliable, drawn from studies, interviews and</p>

Lines of Enquiry	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Availability/ validity
			KIIs: WFP CO management, AO teams, CP (workshops).		WFP reporting.

Annex 5. Data Collection Tools

Qualitative data collected within KIIs and FGDs were analysed in line with the evaluation questions. The processed information arising from qualitative and quantitative data analyses was utilized to compare and contrast findings, checked for (in)consistencies and triangulated. Triangulation was given high importance throughout the evaluation to control quality and strengthen its rigor. The evaluation used methods triangulation, namely the use of different data collection methods to reinforce the confidence in the figures arising from them (documents, FGDs, Key Informant Interviews for example). The evaluation also used design triangulation, which involved examining the consistency of primary data collected through case studies against secondary data obtained through WFP. This contrasted the application of theoretical insights from senior management interviews, and the confirmation or refutation of those insights through the review of secondary data.

SEMI-STRUCTURED INTERVIEWS

The following shortened EQ sub-questions and related semi-structured interview questions are divided by stakeholder group and are aimed at guiding the evaluation team as per the evaluation matrix. These interview questions could also be shared when needed with the interviewees ahead of time at their request.

Stakeholder Group 1: WFP Staff (current and past)

Sub-question 1.1: To what extent was WFP's targeting criteria consistent with the needs of the key target groups (smallholder farmers, school children, households)?

1. "Can you describe how WFP developed the targeting criteria for smallholder farmers, school children, and households? What data did WFP rely on to ensure it aligned with geographic vulnerabilities and food insecurity?"
2. 1.1.2: "How did WFP use the data collected to make adjustments in the Activity Plans to respond to the needs of the affected populations?"

Sub-question 1.2: To what extent is WFP's work aligned with national priorities and strategies?

1. "How did WFP ensure that its activities were adjusted to reflect national and sector-wide priorities, such as the Ministry of Agriculture or Education?"
2. "Can you explain how WFP monitored and adapted its assistance in response to shifts in the political and security context?"

Sub-question 1.3: To what extent were WFP's mechanisms for accountability to affected populations designed appropriately?

1. "What mechanisms did WFP have in place to identify and map the needs of the most vulnerable populations?"
2. "How were WFP's targeting criteria and delivery modalities adapted to meet the needs of the most vulnerable groups, including women and children?"

Sub-question 2.2: Have Livelihoods and School Feeding activities mitigated protection risks?

1. "Can you provide examples of how protection risks were identified and mitigated during Livelihoods and

School Feeding activities?"

2. "What processes were in place to ensure accountability to affected populations through feedback mechanisms?"

Sub-question 3.1: Were resources allocated efficiently and timely?

1. "How did WFP ensure that financial and human resources were made available on time and in accordance with the identified needs?"
2. "What risk management measures did WFP have in place to address financial and operational risks during the delivery of activities?"

Stakeholder Group 2: Beneficiaries

Sub-question 1.1: To what extent was WFP's targeting criteria consistent with the needs of the key target groups (smallholder farmers, school children, households)?

1. "How did you first hear about WFP's assistance? Did you feel that the help provided matched the needs of your household or community?"
2. "Did WFP make any changes to the type of assistance you received over time? If so, did these changes reflect the needs of your community?"

Sub-question 1.3: To what extent were WFP's mechanisms for accountability to affected populations designed appropriately?

1. "Were you informed about how WFP identified the most vulnerable people to receive assistance? Did the targeting make sense to you?"
2. "Did you feel that the type of assistance and the way it was delivered met your needs?"

Sub-question 2.2: Have Livelihoods and School Feeding activities mitigated protection risks?

1. "Did you feel safe while receiving support through WFP's livelihoods or school feeding programs? Were there any concerns about safety or protection during the process?"
2. "Were you able to provide feedback on the assistance you received? How did WFP respond to your concerns?"

Sub-question 5.1: What were the wider effects of the Livelihoods and School Feeding activities on targeted populations?

1. "How has the livelihoods or school feeding assistance you received affected your household or community over time?"
2. "Did you notice any differences in how the support impacted different groups, like men vs. women or rural vs. urban communities?"

Stakeholder Group 3: Local Authorities

Sub-question 1.1: To what extent was WFP's targeting criteria consistent with the needs of the key target groups (smallholder farmers, school children, households)?

1. "How involved were local authorities in developing WFP's targeting criteria for vulnerable groups? Did you agree with how populations were identified for assistance?"

2. "How well do you think WFP adapted its activities to reflect the needs of your region over time?"
-

Sub-question 1.2: To what extent is WFP's work aligned with national priorities and strategies?

1. "Did WFP's activities align with the priorities of your local government or national strategies (e.g., agriculture or education)?"
 2. "How well did WFP adjust its assistance based on changes in the local political or security situation?"
-

Sub-question 2.2: Have Livelihoods and School Feeding activities mitigated protection risks?

1. "What role did local authorities play in identifying and mitigating protection risks in WFP programs?"
 2. "Were there mechanisms in place for local communities to give feedback on WFP's assistance? How was this feedback used?"
-

Sub-question 5.1: What were the wider effects of the Livelihoods and School Feeding activities on targeted populations?

1. "From your perspective, how have WFP's Livelihoods and School Feeding programs impacted the community over time?"
2. "Have you noticed any differences in how these programs affected various groups, such as men vs. women or rural vs. urban areas?"

Stakeholder Group 4: Cooperating Partners (INGOs, NGOs, UN agencies)

For **partners with more extensive collaboration**, the questions focus on *coordination, shared challenges, and strategic alignment* with WFP's programs.

For **partners with limited collaboration or access**, the questions focus on their *field-based observations* of WFP's effectiveness, along with *any challenges faced in interacting with WFP*.

Sub question 1.1.: To what extent was WFP's targeting criteria consistent with the needs of the key target groups (smallholder farmers, school children, households)?

1. *For those with extensive collaboration:*
"Can you describe how your organization collaborated with WFP to identify and target the most vulnerable populations? Were there any challenges in aligning your organization's criteria with WFP's? What mechanisms have you put in place for accountability to affected populations?"

For those with limited collaboration:

"Based on your organization's work in the field, do you feel WFP's targeting criteria aligned with the actual needs of smallholder farmers, school children, or other vulnerable groups?"

2. "From your organization's perspective, how responsive was WFP in adapting its targeting and activities as the needs of the affected population evolved? Did WFP consult your organization to address any challenges during these adjustments?"

Sub-question 1.2: To what extent is WFP's work aligned with national priorities and strategies?

1. "How well did WFP's activities align with the national policies and priorities that your organization is working on, such as agriculture, education, or food security? Were there any gaps in coordination or areas where WFP's efforts could be better aligned with national strategies?"
2. "Were there instances where your organization had to adjust its approach due to changes in WFP's programming or shifts in the political/security context? How was communication and coordination between your organization and WFP during such adjustments?"

Sub-question 2.2: Have Livelihoods and School Feeding activities mitigated protection risks?

1. "From your organization's perspective, were protection risks adequately identified and addressed by WFP in the implementation of Livelihoods and School Feeding programs? What challenges, if any, did your organization face in ensuring protection standards were met in coordination with WFP?"
2. "How accessible were WFP's feedback and accountability mechanisms to the populations you serve? Did your organization encounter any challenges in collaborating with WFP on addressing protection concerns raised by the community?"

Sub-question 3.1: Were resources allocated efficiently and timely?

1. "In your collaboration with WFP, how well were resources (financial, human, logistical) allocated to ensure efficient program implementation? Did your organization face any challenges related to delays or mismatches in resources?"
2. "How did your organization collaborate with WFP to manage financial or operational risks during program implementation? Were there any challenges or opportunities for improvement in how risks were addressed jointly?"

Sub-question 5.1: What were the wider effects of the Livelihoods and School Feeding activities on targeted populations?

1. "From your organization's perspective, what have been the broader impacts of WFP's Livelihoods and School Feeding programs on the communities where you work? Were there any unintended positive or negative effects you observed?"
2. "Have you observed any differential impacts of WFP's programs on different subgroups within the population (e.g., boys vs. girls, rural vs. urban)? How has your organization worked with WFP to address these differences?"

Additional Questions to Uncover Challenges:

1. **Challenges in Collaboration:**
"What specific challenges did your organization face when working with WFP? Were there any areas where coordination could have been improved, either in communication, resource sharing, or program implementation?"
2. **Limited Access to WFP Processes:**
For those with limited collaboration:
"If your organization was not closely involved in WFP's internal processes, how would you assess the effectiveness of WFP's programming based on your own experiences in the field? Were there any gaps in information-sharing or areas where more collaboration would have been helpful?"
3. **Insight into Local Context:**
"Did your organization provide feedback to WFP on the local context and specific needs of the

populations you serve? How responsive was WFP in considering this feedback and making adjustments to its programming?"

4. **Coordination with Other Actors:**

"How well did WFP coordinate with your organization and other international actors in the region? Were there missed opportunities for partnership or challenges in avoiding overlap between efforts?"

Stakeholder Group 5: Government Officials

Sub-question 1.1: To what extent was WFP's targeting criteria consistent with the needs of the key target groups (smallholder farmers, school children, households)?

1. "How well did WFP's targeting criteria align with government priorities for vulnerable populations, such as smallholder farmers or school children?"
 2. "Did WFP adjust its activities over time to better reflect the evolving needs of the population?"
-

Sub-question 1.2: To what extent is WFP's work aligned with national priorities and strategies?

1. "How did WFP ensure its activities were consistent with national and sector-wide policies, particularly those of the Ministry of Agriculture or Education?"
 2. "Was WFP able to effectively adapt its assistance in response to changes in national priorities or the local context?"
-

Sub-question 1.3: To what extent were WFP's mechanisms for accountability to affected populations designed appropriately?

1. "How were government authorities involved in ensuring that WFP's assistance reached the most vulnerable populations? Was there transparency in the selection criteria for beneficiaries?"
2. "Did WFP adapt its delivery modalities in response to government feedback or changing circumstances? Were any concerns raised by government officials regarding how WFP targeted and delivered assistance?"

Sub-question 2.2: Have Livelihoods and School Feeding activities mitigated protection risks?

1. "What role did government ministries or local authorities play in identifying and mitigating protection risks related to WFP's Livelihoods and School Feeding programs?"
2. "Were government authorities involved in assessing or improving WFP's mechanisms for community feedback? How effective do you think WFP's protection and accountability mechanisms were in addressing local risks?"

Sub-question 3.1: Were resources allocated efficiently and timely?

1. "How well did WFP's resource allocation align with government funding cycles and priorities? Were there any delays or resource gaps that impacted the effectiveness of WFP's assistance?"
2. "Did WFP's risk management processes align with the government's monitoring and oversight frameworks? How were challenges in resource management, if any, addressed by WFP?"

Sub-question 5.1: What were the wider effects of the Livelihoods and School Feeding activities on targeted populations?

1. "From the government's perspective, what were the broader effects of WFP's Livelihoods and School Feeding programs on local populations? Were there any unintended positive or negative outcomes?"
2. "Did WFP's programs have different impacts on various subgroups, such as boys vs. girls, or urban vs. rural populations? How did government policies intersect with WFP's efforts to address these differentials?"

Sub-question 5.2: Have WFP livelihoods interventions empowered smallholder farmers, including female leadership and independence?

1. "How did WFP's livelihoods programs align with national efforts to empower smallholder farmers? Were there specific examples of increased capacities or independence among targeted farmers, particularly women?"
2. "Did WFP's interventions for women-led businesses align with government policies for female entrepreneurship or gender equality? What additional support, if any, could be provided to enhance these efforts?"

Sub-question 5.3: How efficient was WFP in linking smallholder farmers to the school feeding activities, and how did this lead to the creation of employment opportunities, farmer revenues, and gains?

1. "How successful was WFP in linking smallholder farmers to school feeding programs? Did this contribute to the national efforts to improve local agricultural production?"
2. "From your perspective, did these linkages lead to tangible improvements in employment opportunities or revenues for smallholder farmers? How could the government further support such initiatives?"

Sub-question 6.1: What are key success factors in the program design, selection, setup, and implementation to ensure community and household commitment?

1. "What key factors contributed to the success of WFP's programs in your region? How did WFP's program design align with national priorities, ensuring community and household engagement?"
2. "How did WFP work with government officials to ensure that the design and implementation of their programs reflected local priorities and community needs?"

Sub-question 6.2: To what extent are target groups and/or relevant local authorities able to afford the maintenance, sustainability, or replacement of the services and outputs introduced by WFP?

1. "How well prepared are local authorities or communities to sustain WFP's programs after its involvement ends? What plans are in place to maintain or replace the services and outputs introduced?"

Sub-question 6.3: To what extent is it likely that the program results and the benefits of the intervention will continue after WFP's and the government's involvement ceases?

1. "What has been the role of the government in ensuring the sustainability of WFP's program results? Are there any exit strategies or long-term plans in place to continue the benefits of WFP's programs?"

Sub-question 6.4: Are there any risks to the program's sustainability, and how can they be mitigated?

"What are the main risks to the sustainability of WFP's interventions from a government perspective? How can these risks be mitigated to ensure continued benefits for the population?"

Annex 6. Fieldwork agenda

The sampling was based on a case study approach on the ground across four geographical locations, which consisted in liaising in the first instance with WFP personnel who were involved in the activities at site. The mapping of the activities then yielded on the one hand a spatial map of where the activities were undertaken, and who was involved. The latter stakeholder group was structured, at the initiation phase, by specific categories of respondents. Care was given to the expression of the voices of different groups of beneficiaries by the evaluators. The questions are described below, with a specific interview protocol. The case study visit then elaborated a schedule of interviews and site observations in several localities, based on the results of this 'entry' analysis.

The schedule was created to ensure that there is sufficient time in every location to overcome barriers of distrust or unfamiliarity. This was achieved in various ways based on the judgment of the evaluators. The influence of WFP field personnel in guiding the visits or the conversations was controlled by the evaluators, within the rules of courtesy and the natural constraints of logistics and security. The team prioritized the quality of consultations with direct and indirect beneficiaries and remained as independent as possible from WFP.

This Annex describes the field data collection tools. It is intended to summarise the approach described and justified in the body of the report, and present a preliminary plan to conduct the field work.

Derna Case Study: Made in Libya

The case study implementation was the following:

Table 23: Summary Table for Derna

Contextual Variables	Hypothesis	Specific Case Evaluation Sub-Question in Matrix	Evaluation Personnel Involved	Dates
Sudden onset disaster leading to relief and early recovery activities.	The efficient delivery of activities leads to school-age children accessing nutritious food and local small holders be more productive.	1.2.1; 1.2.2; 1.4.1; 2.1.1 and 2.1.2; 4.1.1; 4.2.2; 5.1.1 and 5.1.2; 5.3.2; 6.1.2; 6.2.1; 6.4.1.	Souad Alamin	February 2025

Benghazi Case Study: Central Kitchen

Table 24: Summary Table for Benghazi

Contextual Variables	Hypothesis	Specific Case Evaluation Sub-Question in Matrix	Evaluation Personnel Involved	Proposed Dates
Autonomous State, development and employment potential	A concerted effort around one kitchen helps create market linkages and provide quality food.	1.1.1; 1.2.3; 2.1.1; 2.3.1; 3.1.2; 3.2.1 and 3.2.2; 5.1.1; 5.3.2; 6.1.1 and 6.1.2; 6.2.1	Souad Alamin, Emery Brusset	February 2025

Sebha Case Study: conflict sensitive programming/social cohesion

Table 25: Summary Table for Sebha

Contextual Variables	Hypothesis	Specific Case Evaluation Sub-Question in Matrix	Evaluation Personnel Involved	Proposed Dates
Relations with authorities and clans have a preponderant influence	By being conflict and gender and vulnerability sensitive, WFP is able to contribute positively to the higher-level effects in its ToC (in particular social cohesion).	1.1.1; 1.1.2; 1.3.1 to 1.3.4; 2.2.1 and 2.2.2; 2.3.2; 3.3.1 and 3.3.2; 4.1.1; 5.1.2; 6.1.1; 6.3.1 and 6.3.2	Souad Alamin	December 2024

Tripoli & Tawergha Case Study: Handover/Sustainability

Table 26: Summary Table for Tripoli

Contextual Variables	Hypothesis	Specific Case Evaluation Sub-Question in Matrix	Evaluation Personnel Involved	Proposed Dates
A highly fraught institutional context and yet clear capacity building objectives	Starting from a limited base, WFP has been able to engage successfully in creating national level capacities	1.2.1; 1.4.1; 3.1.1; 3.1.2; 4.1.1; 4.2.1 and 4.2.2; 5.3.3; 6.2.1	Pernille Sorensen, Souad Alamin	January 2025

Annex 7. Findings and Conclusions

The following alignment of recommendations, conclusions and findings is based on the main text:

Recommendation <i>[in numerical order]</i>	Conclusions <i>[by number(s) of conclusion]</i>	Findings <i>[by number of finding]</i>
Recommendation 1: Strengthen strategic coherence and anchor interventions in geographic and institutional hubs	1	1, 2, 6, 10, 11, 12, 18, 6.
	2	2, 3, 6, 13, 14, 16, 17, 6
	5	2, 3, 15, 17, 23
Recommendation 2: Develop early frameworks for transition and handover	2	2, 3, 6, 13, 14, 16, 17, 6
	3	14, 16, 19, 20, 6, 22, 23
	5	2, 3, 15, 17, 23
Recommendation 3: Engage new funding and policy allies	3	14, 16, 19, 20, 6, 22, 23
	5	2, 3, 15, 17, 23
Recommendation 4: Align targeting with vulnerability and economic potential	1	1, 2, 6, 21, 11, 12, 18
	2	2, 3, 6, 13, 14, 16, 17
	4	1, 3, 9, 5, 13, 18
Recommendation 5: Re-design the Made in Libya model to deepen school feeding–livelihoods linkages	1	1, 2, 6, 21, 11, 12, 18
	3	14, 16, 19, 20, 6, 22, 23.
	4	1, 3, 9, 5, 13, 18
Recommendation 6: Expand outcome monitoring and community feedback systems	1	1, 2, 6, 21, 11, 12, 18, 6.
	4	1, 3, 9, 5, 13, 18

Annex 8. Key informant overview

Table 27: Inception phase people interviewed

Inception phase people interviewed

Organization	Number of Informants
WFP CO	9
WFP RBC	3
Other UN bodies	3
Ministries of Education and Agriculture	4
Cooperating Partners	5
Grand Total	24

Table 28: Data collection phase people interviewed

Organization		Number of Informants		
WFP Libya		13		
Ministry of Agriculture, Tripoli		3		
Ministry of Education, Tripoli		3		
Ministry of Education, Benghazi		2		
UNDP		1		
UNICEF		1		
Italian Embassy		2		
German Embassy		2		
JICA		1		
EU		1		
Cooperating Partners		13		
Grand Total		42		
FGDs beneficiaries				
Location	SO	Number of women	Total number	
Sebha	Benghazi	3	12	
Benghazi	Benghazi	15	25	
Derna	Benghazi	11	20	
Tripoli and Tawergha	Tripoli	15	24	
Total number beneficiaries				81

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266. The Theory of Change below is a reconstruction of the logic of the activities, as these have been presented to the evaluation. It has been briefly presented during the Tunis Inception Workshop and was used to foreshadow the formulation of working hypotheses and related case studies. The use of the two ToC serves to differentiate the intention and the actual implementation of the interventions, and is consequently detailed enough to allow for an integration of adverse factors, as well as the extended nature of the logic – which goes from asset creation to broader impact on resilience. The visual is presented below and sent in a separate powerpoint file for visibility.

The flowchart illustrates the National Development Plan 2023-2025, focusing on the impact of various factors on food security and livelihoods in Libya. The chart is organized into columns: Political Instability, Funding Shortfalls, Natural Disasters, and Outcomes. It details the progression from national development goals and humanitarian challenges to specific outcomes like improved food systems, livelihoods, and food value chains, while also noting risks like conflict, climate change, and COVID-19.

Political Instability:

- National Development Plan 2023-2025
- United Nations Strategic Development Cooperation Framework for Libya (UNSDCF 2023-2025)
- 2023 Humanitarian Overview
- Peace and Stability in Libya is increased
- Increased demand pressure is met
- Food responses: Strengthening the productive capacity of farmers and reestablishment of tanks
- Early warning on risks and knowledge exchange is improved
- Set-up of a Networking Information group among farmers and experts
- Peace Between enhanced by bringing together different population groups at regional level markets
- Implementation of conflict sensitivity assessments to strengthen the peace pillar and manage change, build knowledge and influence attitudes and social norms
- Promoting digital cohesion to strengthen the peace pillar and enhance resilience communities

Funding Shortfalls:

- Successful transition towards recovery and long-term development (CSP)
- Access constraints leading to food supply disruptions
- Food Systems are available and accessible for vulnerable Libyan population
- Economic growth in the region is increased
- Income is enhanced
- Skills of food insecure population are enhanced and facilitated employment / set-up of businesses
- Vocational training for women and youth through (FF/CFT)
- Access to local markets is improved
- Community-based treatment:
 1. faciliates, access roads, food silos,
 2. Installation/establishment of water distribution plant, solar powered water pumps, Contingency system, supply for agricultural
 3. Infrastructure sets for Hydroponics and greenhouses (Fodder & Vegetables) along with, strings

Natural Disasters:

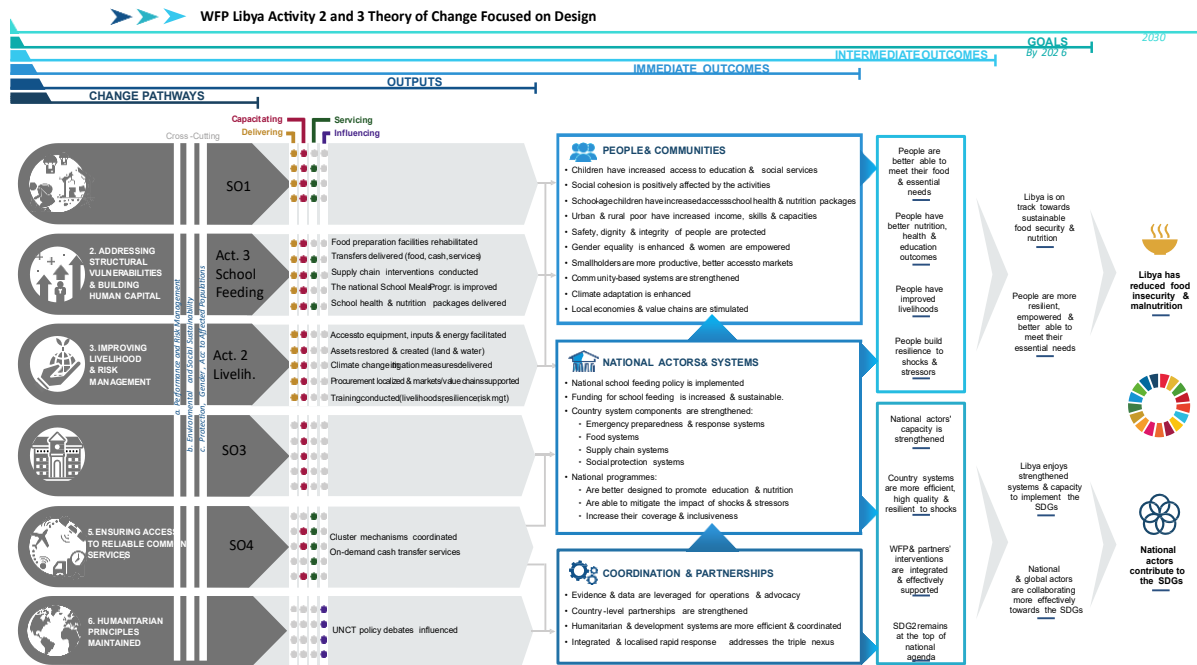
- Vulnerable communities in Libya have improved resilience and stability by 2025 (Outcome 2 of CSP)
- Livelihoods and self-reliance (Resilience) of vulnerable Libyan population are strengthened
- The national School Meals Programme is improved
- Market linkage between schools, farmers and other local food producers are established
- Local production is increased and food value chains are improved
- Provision of Home grown school meals at school/family
- Food processing and packaging training for women (FF/CFT)
- In-kind support: kitchen utensils, agricultural or inputs related to business proposals
- Rehabilitation of central kitchens
- Monthly Distribution of date bars
- Supply Chains are established

Outcomes:

- SDG 9 (gender equality)
- SDG 2 (zero hunger)
- SDG 8 (decent work and economic growth)
- SDG 13 (climate action)
- SDG 15 (Affordable and Clean Energy)
- SDG 17 (Global partnerships)
- Tack of established political frameworks
- School enrolment and attendance is improved
- COVID-19
- Resilience of Libyan school children is improved
- Competition with multinational and multinational food offices are strengthened
- Low capacity of operating partners

Legend:

- Impact
- Outcome
- Result/Output
- Activities
- Risks



It should be pointed out that the inductive nature of the evaluation matrix, due to the wide definition of the scope in the evaluation questions, has drawn more of the level of effort of the team than would be warranted for case studies. The deductive and more ethnographic nature of case studies would require more time and flexibility in the exploration of data to explore in detail specific sections of the Theory of Change.

Annex 11. Acronyms

Abbreviation	Definition
ACR	Annual Country Report
ALNAP	Active Learning Network for Accountability and Performance
APR	Annual Performance Reports
BR	Budget Revisions
CBO	Community-based Organizations
CBT	Cash-Based Transfer
CFM	Community Engagement /Feedback Mechanism
CO	Country Office
CP	Cooperating Partner
CSP	Country Strategic Plan
DCD	Deputy Country Director
DE	Decentralized Evaluation
DEQAS	Decentralized Evaluation Quality Assurance System
FFA	Food for Assets
FFT	Food for Training
FFT/CFT	food processing and packaging training
FGD	Focus Group Discussion
FLO	Fezzan Libya Organization
GDP	Gross Domestic Product
GEEW	Gender Equality and Empowerment of Women
GNA	Government of National Accord
GNU	Government of National Unity
HQ	WFP Headquarters

Abbreviation	Definition
HRP	Humanitarian Response Plan
ICRC	International Committee of the Red Cross
ICSP	Interim Country Strategic Plan
IDP	Internally Displaced Person
INGO	International Non-Governmental Organisations
IOM	International Organization for Migration
JICA	Japan International Cooperation Agency
KII	Key Informant Interview
LNA	Libyan National Army
M&E	Monitoring and Evaluation
MoA	Ministry of Agriculture
MoE	Ministry of Education / Ministry of Environment (Both used)
MTR	Mid-Term Review
NBP	Needs Based Plan
NDP	National Development Plan
NGO	Non-Governmental Organisation
PDM	Post Distribution Monitoring
PRO	Humanitarian and Development Divisions
RAM	WFP Research, Assessment & Monitoring Unit
RBC	WFP Regional Bureau for the Middle East and Northern Africa
SDG	Sustainable Development Goal
SO	Strategic Objective
TOR	Terms of Reference
UNCT/HCT	UN Country Team / Humanitarian Country Team
UNDP	United Nations Development Programme
UNEG	United National Evaluation Group

Abbreviation	Definition
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNPBF	United Nations Peacebuilding Fund
UNSDCF	UN Sustainable Development Cooperation Framework
USIP	United States Institute of Peace
VAM	Vulnerability Assessment Method
WFP	World Food Programme

Annex 12. Context and Interventions

Key Country Features

269. Libya is no typical humanitarian situation. It is considered an upper middle-income country, with a high vulnerability to external and internal shocks, and pockets of situational but acute need. After the uprising in 2011 which saw Gaddafi removed from power, the country fell into deep civil and economic unrest. This was followed by a civil war between the UN-backed Tripoli-based Government of National Accord (GNA) led by Prime Minister Fayez al-Sarraj and the Libyan National Army (LNA) under General Khalifa Haftar. Both sides benefitted from differing international support. Since 2014, the country remains politically divided between Libya's west and east-based governments.

270. Following a cease-fire in October 2020 the country has known relative peace, with continuous and high fragility until the time of writing. Influencing particularly these chronic conditions, the country remains fragmented politically. This constitutional and political stalemate has since sparked regular clashes, a dire economic situation, and demonstrations by frustrated citizens. Libya has been included every year since 2019 in the World Bank List of Fragile and Conflict-affected Situations and ranks 156th of 163 countries on the 2022 Global Peace Index.¹¹⁶

271. Libya's political and security situation between 2020 and 2024 has been characterized by phases of acute instability caused by armed militia, despite significant steps toward reconciliation following the October 2020 ceasefire. The formation of a Government of National Unity (GNU) in March 2021 could have been a milestone in unifying the country, but unresolved political divisions, particularly over the development of a new constitution and the postponed December 2021 elections, continue to impede progress.¹¹⁷ The political stalemate has sparked widespread public protests and exacerbated economic challenges. The September 2023 floods, which caused widespread casualties and destruction, highlighted the nation's fragile infrastructure and inability to effectively respond to natural disasters, further inflaming social tensions.¹¹⁸

272. The country is also highly divided geographically and demographically. In comparison to the North, the people in the South have limited access to basic services, face recurrent natural disasters and food insecurity. In addition, the South-West region experiences a massive influx of refugees fleeing from the ongoing humanitarian crisis in Sudan.

273. The political stalemate has also affected local infrastructure which remains unsupported and weak across the country. The health care system has continued to suffer from the lack of national healthcare policy and insufficient medical equipment.¹¹⁹ The country's 50 percent decline in GDP per capita between 2011 and 2020 reflects the long-term economic damage inflicted by the conflict.¹²⁰ Although oil production increased slightly in recent years, it remains below pre-2011 levels, and reduced exports since April 2022

¹¹⁶ Institute for Economics and Peace. 2022. Global Peace Index 2022 – _Measuring peace in a complex world.

¹¹⁷ Libyan Audit Bureau. 2021. Annual report of the Libyan Court of Audit 2021.

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¹¹⁹ *Impact of the EU support to the Libyan health sector 2017-2021* – Specific Service Contract for the EU number 300019986

¹²⁰ Institute for Economics and Peace. 2022. Global Peace Index 2022 – Measuring peace in a complex world.

have limited the government's ability to fund social services and public sector wages.¹²¹

274. The COVID-19 pandemic compounded Libya's existing challenges, especially in education and food security. Loss of international access increased the country's volatile situation and continues posing significant risks. School closures from 2020 to 2021 left millions of children without access to formal education. Many children, particularly those in conflict-affected areas, were further disadvantaged by the suspension of school feeding programs, which were essential for their daily nutrition.¹²² Although COVID-19 cases declined significantly after 2022, the pandemic's economic impact persists, particularly among vulnerable groups such as IDPs, migrants, and informal workers.¹²³ Widespread unemployment and a slowdown in economic activities disproportionately affected those who rely on daily wages, pushing many into deeper poverty.¹²⁴

275. The pandemic also exacerbated food insecurity by disrupting global food imports, raising prices by 20 percent, and reducing household incomes due to widespread unemployment.¹²⁵ Vulnerable groups, particularly IDPs, migrants, and daily laborers, were hit hardest by the economic slowdown, as many lost access to their primary sources of income.¹²⁶ The pandemic's lasting effects continue to challenge efforts to stabilize food security, as many households have yet to recover from the economic shocks.

276. The key humanitarian needs in Libya are linked to protection, access to critical services such as healthcare, education, safe drinking water and sanitation, and access to basic household goods and commodities such as food and essential non-food items. The arrival of the COVID-19 pandemic only exacerbated the vulnerabilities and healthcare requirements of migrant populations;¹²⁷ an estimated 1.2 million people require urgent access to essential services.¹²⁸ A recent evaluation delivered by some members of the present team¹²⁹ pointed to the intricate relationship that exist between access to healthcare and socio-economic status, and particular the importance of food assistance.

277. Coordination between international agencies and Libya's fragmented authorities has been difficult due to the presence of multiple competing governments, resulting in overlapping efforts and disproportionate assistance to some regions, while others remain underserved. Despite these challenges, international organizations such as UNICEF, WFP, and IOM have provided crucial technical and logistical support to Libya's ministries, helping to build institutional capacities in health, education, and food security sectors.^{130, 131, 132} Poor roads conditions have limited access for humanitarian support and economic growth.

278. Libya's humanitarian situation remains challenging into early 2025. The destruction of

¹²¹ Central Bank of Libya. 2020 Data

¹²² United Nations Libya. 2022. Common country analysis; [UN Common Country Analysis Update 2023 | United Nations in Libya](#)

¹²³ United Nations Development Programme (UNDP), "Libya COVID-19 Response Report," 2020

¹²⁴ Office for the Coordination of Humanitarian Affairs. 2022. Libya Humanitarian Response Plan (June 2022)

¹²⁵ United Nations Development Programme (UNDP), "Libya COVID-19 Response Report," 2020

¹²⁶ Office for the Coordination of Humanitarian Affairs. 2022. Libya Humanitarian Response Plan (June 2022).

¹²⁷ Humanitarian Action for Children 2021: Libya | Save the Children's Resource Centre

¹²⁸ <https://www.rescue.org/press-release/libya-true-stability-libya-will-only-come-about-rebuilding-peoples-lives>

¹²⁹ 'Evaluation of the EU Response to the COVID 19 Crisis, 2020-2023' This is under publication. The scope of this evaluation included the WFP UNHAS flights, partly funded by the EU. The evaluation scope also included an IOM programme delivering WFP food parcels under an activity separate from the ones within the present scope.

¹³⁰ United Nations Development Programme (UNDP). "Libya Governance and Coordination Report." 2023.

¹³¹ WFP. "Capacity Building in National Food Systems." Libya Report 2024.

infrastructure, limited access to healthcare, and ongoing insecurity has made it difficult for humanitarian agencies to reach all vulnerable populations. The September 2023 floods, affecting more particularly the coastal city of Derna, further compounded the crisis, damaging key infrastructure and displacing thousands of people, increasing the demand for emergency support.¹³³ There continues to be a significant refugee population in Al Kufra, to the south-east of the country, and the country is a significant conduit of migrants and displaced persons.

279. Humanitarian workers in Libya face significant challenges due to the volatile security situation, which is marked by threats from militias, violence, roadblocks, and landmines. These conditions restrict access to conflict zones and hinder the delivery of aid. Militia groups often control key supply routes, making it difficult for organizations such as WFP, UNICEF, and IOM to reach the most vulnerable populations. Despite these obstacles, international organizations continue to work with local communities and authorities to deliver aid, rebuild schools, and provide emergency food supplies, while also addressing long-term infrastructure repair and resilience-building efforts.^{134, 135, 136}

280. **Gender Landscape and Social Inclusion** – The gender landscape in Libya is marked by entrenched inequalities, exacerbated by the conflict and conservative social norms. Although the country had made progress before the war, particularly in education parity, gender disparities remain significant in areas like employment, political participation, and access to services.

281. According to the Global Gender Inequality Index Libya's position has declined over recent years: It ranked 65th (with a GII score of 0.260) in 2022, down from 56th in 2019.¹³⁷ UNDP marks Libya's GII as 0.260, highlighting major gender-based inequities. Female participation in the labor force is notably low, at just 27.8 percent compared to 78.7 percent for men.¹³⁸ The female unemployment rate is significantly higher than that for men, with women disproportionately represented in informal and unpaid work. As of 2023, Libya's female unemployment rate was 24.74 percent, compared to a much lower rate of 15.04 percent for men.¹³⁹

282. Additionally, while literacy rates are high among women, particularly in urban areas, their representation in sectors like science and technology remains minimal. Concerns about security and acts of violence towards women and girls are frequently cited as reasons for families imposing stricter controls on women's mobility, as well as for the growing social limitations women face in terms of public participation across Libya.¹⁴⁰

283. The ongoing conflict has exacerbated the vulnerability of women and girls to gender-based violence (GBV), including trafficking, early marriage, and sexual violence.¹⁴¹ Women face heightened risks, particularly in detention centers where sexual exploitation and abuse are rampant.¹⁴² Displacement has worsened these risks, with displaced women facing greater difficulty accessing basic services and

¹³³ United Nations Libya. 2022. Common country analysis; [UN Common Country Analysis Update 2023 | United Nations in Libya](#)

¹³⁴ USAID. "Challenges in Aid Delivery in Conflict Zones." 2023

¹³⁵ World Food Programme. "Emergency Food Assistance in Libya." Report 2023

¹³⁶ USAID. "Libya Assistance Overview." October 2024

¹³⁷ UNDP, Gender Equality and Women Empowerment in Libya. Retrieved from: <https://www.undp.org/libya/gender-equality-and-women-empowerment>

¹³⁸ UNDP, Gender Equality and Women Empowerment in Libya. Retrieved from: <https://www.undp.org/libya/gender-equality-and-women-empowerment>

¹³⁹ The Global Economy, Libya Female Unemployment Rate (2023). Retrieved from: https://www.theglobaleconomy.com/Libya/Female_unemployment/

¹⁴⁰ UN Women, *Women and Girls at the Forefront of Climate Action in Libya*.

¹⁴¹ Ibid

¹⁴² Final Evaluation of the EU Trust Fund COVID-19 response in Libya

protection.¹⁴³

284. Conservative norms in many areas of Libya continue to restrict women's participation in public life. Girls in rural and conflict-affected areas face significant barriers to education, with many families pulling their daughters from school due to insecurity or in favor of marriage.¹⁴⁴ In regions like Fezzan and Ghat, girls are particularly vulnerable to educational exclusion as traditional views often prioritize domestic roles over education.¹⁴⁵

285. **National Policies, Institutional Capacities, and Policy Gaps** – Libya's institutional capacities have been significantly weakened due to years of internal conflict and political fragmentation, impeding the development and implementation of cohesive national policies.

286. Libya's pre-2011 government had a comprehensive social welfare system that provided free healthcare, education, and public sector employment.¹⁴⁶ However, the breakdown of central authority after the uprising led to the erosion of these systems.¹⁴⁷ Current national policies are fragmented due to the divided political structure, with two competing governments operating in parallel.¹⁴⁸ Each government claims legitimacy and controls different regions, leading to disjointed policy implementation and a lack of cohesive strategy.¹⁴⁹

287. Libya's conflict has reduced the capacity of national institutions, particularly those responsible for education, health, and social protection. Many institutions have been weakened due to a combination of resource shortages and the loss of qualified personnel, making it difficult to effectively implement policies. The political fragmentation within the country has exacerbated these issues, although for example the salaries of education workers are paid in all regions from Tripoli (where the Central Bank manages income and ensures payrolls). This has led to institutions being under-equipped and unable to operate efficiently.^{150, 151, 152} For example, the conflict and the divided governance structure have led to disruptions in health services, with more than half of the healthcare facilities that were functioning pre-conflict forced to close by 2020 due to a lack of funding and security threats.¹⁵³

288. This problem has been further compounded by weak coordination between international donors and the government, creating significant gaps in policy implementation.¹⁵⁴ The lack of reliable data has made it difficult to measure the implementation of national policies and interventions, with a lack of data hindering progress on nearly 33 percent of outcome indicators related to governance and basic services.¹⁵⁵

¹⁴³ Ibid

¹⁴⁴ UNICEF, *UNICEF Libya Annual Report 2023*. Retrieved from: <https://libya.un.org/en/262606-unicef-libya-annual-report-2023>

¹⁴⁵ Ibid

¹⁴⁶ World Bank, *Libya's Social Protection System Needs Rebuilding to Meet Current and Future Challenges*. Retrieved from: <https://documents1.worldbank.org>

¹⁴⁷ Social Protection.org, *A Mapping of Libya's Social Protection Sector*. Retrieved from: <https://socialprotection.org>

¹⁴⁸ Ibid

¹⁴⁹ World Bank, *Libya's Social Protection System Needs Rebuilding to Meet Current and Future Challenges*. Retrieved from: <https://documents1.worldbank.org>

¹⁵⁰ World Bank, *Libya's Social Protection at a Crossroads*. Retrieved from: <https://documents.worldbank.org>

¹⁵¹ UNSMIL. *UN Strategic Framework for Libya (UNSF 2019-2022)*. Accessed October 2024. Available at: <https://unsmil.unmissions.org>.

¹⁵² Final Evaluation of the EU Trust Fund COVID-19 response in Libya

¹⁵³ World Bank, *Libya's Social Protection at a Crossroads*. Retrieved from: <https://documents.worldbank.org>

¹⁵⁴ UNSMIL. *UN Strategic Framework for Libya (UNSF 2019-2022)*. Accessed October 2024. Available at: <https://unsmil.unmissions.org>.

¹⁵⁵ UNSMIL. *UN Strategic Framework for Libya (UNSF 2019-2022)*. Accessed October 2024. Available at: <https://unsmil.unmissions.org>.

289. Libya faces significant policy gaps in its social protection and education systems, particularly impacting vulnerable populations such as Internally Displaced Persons (IDPs) and returnees. According to the World Bank, Libya lacks a comprehensive national strategy for social protection, which leaves these groups without adequate support. For example, efforts like the Internally Displaced People (IDP) Inventory and Registration Program were initiated but later halted, meaning no substantial mechanisms are in place to assist displaced persons effectively. Similarly, humanitarian support that previously addressed these gaps has been diminishing since 2020, placing greater pressure on a weakened national system that has not developed to meet these needs.¹⁵⁶

290. Gender-sensitive policies also remain underdeveloped, particularly concerning gender-based violence (GBV) prevention. A report by the UNDP highlights that while progress has been made in women's education and labor participation, significant challenges remain in ensuring women's protection from violence and improving their representation in leadership roles. Legal and institutional reforms are required to close these gender gaps, particularly in civic participation and the justice system.¹⁵⁷

Education

291. The main challenges to Libya's education system stem from the continued instability and a lack of government funding. Teacher shortages, dilapidated school buildings, and inconsistent curricula have led to a lower quality of education, particularly in the conflict-prone southern and rural areas.¹⁵⁸ The prolonged nature of the conflict has also disrupted national exams and graduation schedules, further complicating educational progress. Additionally, psychosocial issues have become prevalent among students due to trauma from conflict. Deteriorating socio-economic situation, particularly in southern regions like Fezzan, has compounded these issues, as families struggle with financial insecurity and instability.¹⁵⁹

292. Regional disparities are a significant issue in Libyan education. Children in rural and southern regions have less access to quality education compared to those in urban centres like Tripoli and Benghazi.¹⁶⁰ According to a 2023 Annual Country Report, the most severe challenges continue to affect children in rural and conflict-prone areas, with 68.4 percent of children attending schools, impacted by distance, affordability, and security concerns.¹⁶¹

293. Socio-economic status also plays a role, as children from poorer families and those displaced by conflict face higher risks of dropout.¹⁶² The gender divide remains persistent, with girls in rural areas more likely to drop out due to cultural norms, early marriage, and the expectation to help with household chores.¹⁶³

Description of Activity 2 and Activity 3

294. At the time of the evaluation, both Activity 2 and Activity 3 fell under Strategic Objective 2: 'vulnerable communities in Libya have improved resilience and stability by 2025'. This objective aims at contributing to SDG 1 (No Poverty), SDG 2 (Zero Hunger), SDG 5 (Gender Equality) and SDG 8 (Decent Work and Economic Growth). WFP works closely with the two governments in the west and in the east (see section Finding 2) and different partners (SDG 17 – Global Partnerships), including the Ministry of Environment to accelerate Libya's achievement of SDG 7 (Affordable and Clean Energy) and SDG 13 (Climate Action).

¹⁵⁶ World Bank, *Libya's Social Protection at a Crossroads* (2021)

¹⁵⁷ UNDP, *Gender Equality and Women Empowerment in Libya*

¹⁵⁸ WFP Libya interim country strategic plan (2019–2020)

¹⁵⁹ WFP, *Libya Decentralized Evaluation of the GFA and school feeding Programme* (2021).

¹⁶⁰ Annual Country Report 2023

¹⁶¹ WFP, *Interim Country Strategic Plan (ICSP) 2019–2020 for Libya*.

¹⁶² WFP, *Food Security Outcome Monitoring Round 1 Report (23 September 2022)*.

¹⁶³ Ibid

295. The two activities under review contribute to this objective. Activity 2 provides livelihoods opportunities and training to targeted vulnerable people and communities in a conflict-sensitive manner, while Activity 3 supports the Government in its efforts to enhance the national school meals program through home-grown school feeding and an integrated package of health and nutrition services.

Intervention Logic

296. The logic of intervention for WFP's Livelihoods and School Feeding Program is to promote access to nutritious food, connecting supply and demand, by working together, thus enhancing food security and socio-economic stability among vulnerable communities. In Annex 10 the reader will find two visuals which describe the logic of intervention presented through a Theory of Change (ToC) graphic situating the cascade of effects.

297. The 'planning' Theory of Change presented in Annex 10 describes both the intervention logic and the highly complex implementation of the activities. For school feeding this included the rehabilitation of food preparation facilities, the transfer of food, cash, and services, the establishment of supply chain interventions and delivery of school nutrition packages. The intervention was also intended to foster the National School Meals Program. For livelihoods the Theory of Change captures the wide array of interventions, which covered access to equipment, inputs and energy, the restoration of land and water assets, climate change mitigation measures, the procurement of localized food to support local markets and value chains, and finally the conduct of training to enhance the capacities of small businesses.

298. This programming enabled WFP to be responsive to the country dynamics. In 2021, for example, livelihoods activities expanded to the East, South and West of the country after a six-month-long COVID-19-related suspension since September 2020. In 2021, WFP expanded Food for Training (FFT) and Food for Assets (FFA) programs across Libya, tripling the number of aid recipients compared to 2020. FFT activities included different vocational and soft skills training and aimed to build the skills of food insecure beneficiaries to match them with available employment. In 2022, WFP established the Made in Libya Initiative which aimed to support a fully functioning school feeding system that used Libyan produce and products developed under WFP livelihoods activities (Activity 2). This work intended to increase the stability of vulnerable communities by providing economic opportunities for vulnerable households and smallholder farmers affected by the ongoing crisis. It also aimed at increasing the self-sufficiency of the school feeding system, to boost the nutrition and overall well-being of vulnerable schoolchildren.

299. In Derna after Storm Daniel, WFP provided critical machinery and equipment to more than 30 damaged bakeries. From May 2024, WFP conducted a mission to Derna to meet the beneficiaries of the bakery rehabilitation project and 70 food related youth business grants.¹⁶⁴ Through this initiative, 32 bakeries received essential equipment, including ovens, mixers, moulds, and generators, enabling them to reopen and enhance their production capacity.

School feeding

300. School feeding aims to improve the nutrition of Libyan schoolchildren by providing home-grown school meals. This ambition requires that production of the food consumed is done locally. The underlying hypothesis is that providing consistent and nutritious meals at school will lead to improved health, academic performance, and school enrolment and attendance. The direct benefits are expected to be improved school attendance and retention, as children are incentivized to attend school regularly in part due to the provision of meals. This then is assumed to positively affect local agricultural production through local sourcing of food and fostering local markets. In turn, this was intended to improve access to markets and strengthen equality of conditions among students (an unknown proportion of which are refugees and

¹⁶⁴ Libya Annual Country Report 2024.

migrants).

301. WFP intended to foster the handover of the school feeding system to the authorities, helping to create a nutrition-sensitive and gender-inclusive national school feeding policy – which in fact did not emerge during the period under evaluation. The activities subsequently evolved towards a focus on school kitchens that would manage their own procurement.

302. The school feeding activity considers gender, equity and wider inclusion in its design and implementation. In terms of wider inclusion, school feeding is aiming to also benefit IDPs, returnees and vulnerable host communities. As reported in the 2023 ACR (a median point in the interventions being evaluated), nutrition awareness training involved both girls and boys, parents and teachers. Moreover, special attention was paid to include girls' schools in the targeting areas for the Central Kitchen school feeding. Both gender and age were found to be fully integrated in 2023 as evidenced by the Gender and Age Marker (GAM) score of 4.165 The evaluators were able to observe during data collection visits the presence of some refugees among the populations benefiting, for example in classrooms.

Livelihoods Activities

303. Livelihoods activities were intended to focus on enhancing the self-reliance and the resilience of vulnerable communities through initiatives aimed at improving food production and value chains. The reconstructed ToC suggests that by providing vocational training (especially to women and youth), supporting community asset creation (such as food silos, hydroponic systems, and cooling infrastructure), and offering training in food processing and packaging, participants will gain skills that enhance income generation. The programme aimed to support entrepreneurship, create market linkages, and ensure that local food production is both increased and sustainable. The goal was to strengthen livelihoods by facilitating employment and promoting local businesses, contributing to regional economic growth. The activities are aligned and coordinated with the Government's priority to find durable solutions for those whose livelihoods have been affected by the conflict, COVID-19, and climate-induced shocks.

304. A specific conflict-sensitivity component was introduced in the south (around Sebha), where activities such as rehabilitating local markets and improving market access were seen as contributing to social cohesion and peacebuilding, by bringing together different community groups. The component revolved around a detailed conflict analysis and recommendations for specific targeting. This aimed for the dual benefit of economic stability and enhanced social harmony.

305. Gender, equity and wider inclusion dimensions are considered in the design of the training and business activities. As verified by the evaluation, the classes for conducting training are in most cases gender-segregated, and due to the security situation and the cultural restrictions for women, WFP identifies and supports business activities where women can work from home, e.g. bakeries. The hydroponic systems are planned as a family activity very close to the homes so women can also attend to the hydroponic production. For disabled persons, WFP identify business activities, which are appropriate to their capacities. In 2023, gender was considered to be fully integrated as evidenced by the Gender and Age Marker score of 3.¹⁶⁶

Connections between school feeding and Livelihoods Activities

306. The market linkages between schools and local food producers aimed to create a symbiotic relationship where local farmers and food producers would supply schools with food for the school feeding program. This was designed to foster local economic growth, ensuring that communities benefit directly from increased demand for locally produced food, thus enhancing conditions in the schools.

¹⁶⁵ Libya Annual Country Report 2023. Country Strategic Plan 2023-2025.

¹⁶⁶ Annual Country Report 2024.

307. The local production for school feeding is expected to ensure a stable food supply for schools and create an incentive for improving agricultural productivity and the establishment of local food supply chains. In turn, these efforts would support the resilience and self-reliance of both the schoolchildren's families and the broader community. The enhanced income from livelihoods activities allows families to maintain their children in school, reinforcing the goals of both sectors.

308. In summary, the impact logic assumed that by investing in school feeding and livelihoods, WFP would achieve broader objectives of improved food security, economic stability, and social cohesion in Libya.

Annex 13 Case Study Boxes

1. Case study Tripoli: Full-school day initiative (Tripoli, Qaser Ben Gasher)

The Full-School Day initiative targeted schools in Tripoli and towns south of Tripoli, including Qaser Ben Gasher. The initiative was supposed to start before Ramadan, but due to delays the school feeding was launched at the start of the Ramadan. This affected the selection of schools as only schools with young children, who would not be fasting, could be selected.

From both of the visited schools, it was reported that the time to prepare for the Full School Day was insufficient. The schools were informed with only one week notice, which did not give sufficient time to inform parents or for the teachers to reorganize their work (some teachers were working in other schools in the afternoon).

The children received breakfast (package from WFP consisting of nuts, date bars, and milk) and lunch from a catering company (pizza/tuna sandwich, fruit, milk/water/juice). Both the schools visited reported that the meals were sufficient for grade 1-3 children, but too small for grade 4 and upwards.

For the school visited in Qaser Ben Gasher, the school staff were, moreover, highly critical of the quality of the food, indicating that sometimes the apples were rotten, and the tuna (in the sandwich) was not fresh. The school complained to WFP and a meeting was set up with the WFP and the local partner, Asarya. According to the school staff, the issues were not resolved. Besides being critical of the quality of the food, the school staff also complained about the lack of variety and special food for children with allergies, e.g. lactose intolerance. The school staff reported that the food was prepared in another site and then transported by a car with no cooling facilities to the school. Some parents in Qaser Ben Gasher insisted on inspecting the food, asking the children to bring the food home before eating it. Some parents would come every week to inspect the food according to the school staff. On the positive side, the school staff mentioned that the school meals fostered equality as all children would eat the same, whereas normally there would be a difference between the lunch of children based on their socio-economic status.

In the school in Tripoli, the meals were reported to create a positive bond between the teachers and the children, and the parents were happy that they did not have to spend money on the food. Some parents complained that the children did not like the food, but not for serious reasons according to the school staff. According to the staff around 30 percent of the children are from poor families (in the old city). Being poor was defined as eating one meal per day and not having a phone¹⁶⁷.

2. Case study Tripoli: Tawergha city – Central Kitchen¹⁶⁸

Applying the Central Kitchen approach, WFP and the CP Asarya provided school feeding in seven schools with a total of 2,050 children in Tawergha city from 2022-2024. The food was prepared in the kitchen of MoE and then distributed to the schools.

The MoE staff met during the Evaluation Mission were critical of the work of Asarya and the food provided (tuna sandwich, fruits, milk, yogurt, biscuits). The MoE staff stated that the food was prepared around 4 am and then transported for distribution for the two shifts between 10-11 am and 2-3 pm.

¹⁶⁷ Field visit to one school in Tripoli and one school in Qaser Ben Gasher, interviews with school directors, teachers, and parents

¹⁶⁸ The Central Kitchen was an innovative approach that aimed at creating job opportunities for vulnerable people while at the same time delivering locally produced food to the schools.

Neither the kitchen, nor the transporting car, had cooling facilities. According to the MoE staff there were cases of food poisoning; they also reported that the fruits (apples, banana) occasionally were rotten and that the bread was of poor quality (having toxic ingredients). This could not be confirmed by WFP staff. Generally, the food was not considered to be up to Libyan standards. The MoE complained to WFP about the food and the responsible WFP staff came for inspection. After visit, the tomato was removed from the sandwich (another complaint was that the bread was getting wet). The staff also reported that according to the agreement and handover list the MoE was expected to keep the equipment when the school feeding was phased out.¹⁶⁹ This did not happen, instead Asarya removed all the equipment.

Two out of the seven targeted schools (Nda Libya and “Armed community”) were visited during the field mission. In contrast to the MoE staff, the staff of both schools were very satisfied with the food provided by Asarya; it was found to be of good quality and nutritious and it was mentioned that the children liked the food. The school staff reported that there were some problems with the biscuits, which were then taken out of the menu. Otherwise, the teachers, who always inspected the food, were happy with the school feeding; “It was good, and it was sad that it stopped”.

The Nida Libya school has 400 students and according to the school staff about 30 children do not typically bring food from home (some are orphans). The other school visited, the “Armed Community”, has 250 children; it was estimated by the staff that about 10 children are not bringing food. In this school, the teachers will each day buy food for two to three children out of their own money.

3. Case study. Markets in Sebha, Ubari and Hijjira (PBF)

The Sebha market, a historic landmark dating back to 1920, is an integral part of Sebha's old city. Its strategic position in a neutral and safe area, away from conflict zones, ensures its accessibility to all communities. The peaceful coexistence of diverse tribes and ethnic groups in the surrounding area further contributes to the market's inclusive nature.

Before WFP's rehabilitation efforts, the Sebha market was an empty space lacking basic facilities. Through the project the market has been revitalized with the addition of administrative offices, restrooms, and shaded areas. The market is now divided into two sections: one for small farmers and another for wholesale sellers. Additionally, a dedicated section is reserved for women sellers, allowing them to participate in economic activities. The market now serves over 32,000 people. The farmers, wholesale sellers and customers met during the evaluation mission all expressed satisfaction with the upgrade of the market. They also noted that the market's location has always been a shared space accessible to all Sebha residents, regardless of ethnicity or tribe. They emphasized that everyone knows they can safely access services there without fear of discrimination, even during times of conflict.

The Municipal Council maintains close communication with both security forces and the WFP team. Since the LNA took control of the city, security concerns have diminished. The collaboration with local NGOs implementing the project has been crucial, as local staff are better equipped to adapt to changing circumstances. This partnership ensures the market's continuity, even in the face of potential challenges.

According to WFP staff, the success of the market was partly due to its unique location. This area is considered a safe haven for all communities, even during times of conflict. The local community, known for their peacekeeping efforts, played a crucial role in ensuring the security and accessibility of the market. In contrast, other potential market locations for the PBF were situated in areas controlled by specific tribes, raising concerns about latent bias and limited access for certain communities as discussed below.

The Ubari market hence serves as a contrast to the Sebha market. Though a pre-assessment and a

¹⁶⁹ The handover list presented to the ET verified that the equipment was planned to be handed over to the MoE.

conflict sensitivity analysis were conducted prior to the construction of the market, the farmers met during the evaluation mission found that the location of the market was not suitable and inclusive. Ubari city has historically experienced significant social segregation, with certain areas dominated by specific ethnic groups. This segregation intensified following the 2014-2015 conflict between the Tubu and Tuareg communities with a high number of people killed and wounded. The chosen location for the market falls within an area primarily accessible to the Tuareg population, to some extent excluding other ethnic groups, particularly the Tubu. The third and last market, Hjarra, was cancelled due to landowner issues and a tight implementation schedule as result of the phase out of livelihoods interventions.

4. Case study: Bakery rehabilitation in Derna and Central Kitchen (Derna and Benghazi)

The Central Kitchen in Benghazi and Derna is run by the CP Asarya. WFP was not able to find a national NGO to implement the Central Kitchen and it was therefore implemented by a private consultancy company (Asarya), which changed its profile to a non-profit organization to be able to apply for the tender.

The Derna Central Kitchen is located in the city center of Derna and employs 36 workers, 33 male workers and 3 female cleaners. The working hours are from 5 am to 2 pm, which was reported not to be suitable for women due to their responsibility for the household chores. In Benghazi, the Central Kitchen was located in a small room in the Asarya office.

In partnership with the Derna Chamber of Commerce and with funding from the German Government, WFP provided equipment such as ovens, mixers, and molds to the damaged bakeries. 17 of the bakeries furthermore received generators to allow a stable energy supply. Prior to the rehabilitation, the bakeries were operating with manual machinery, thus the bakeries got boosted and are now producing bread and pastries. Due to the increased capacity of the bakeries, the number of workers was increased from 3 to 6 in each bakery (mainly men).

The Central Kitchen in Derna was expected to source the bread from the 32 bakeries rehabilitated by WFP, but the school meal menu was changed and no longer included sandwiches. The Derna Central Kitchen therefore purchased the food from big companies outside the city, whereas in Benghazi the food was purchased from different sources, primarily by a bulk supplier, manned by volunteers. The procurement of food in both Benghazi and Derna were entirely handled by Asarya.

The Derna Central Kitchen supports 33 elementary schools. WFP planned to target a total of 8900 students from grade 1-6, however, in the beginning of 2025, the number of students increased to 11000 and WFP had to change the meals modality to fruit and water only.

The Benghazi Central Kitchen supports 13 schools with a total of 7,309 students. In a school visited by the Evaluation Team, the staff stated that nutritional levels of the students benefitted from the school feeding and that the quality of the food was high (tuna, yogurt, and fruit). The population benefiting from the Central Kitchen school feeding is a quite homogenous resident urban population. Hence no representatives of disadvantaged or marginalized groups, in particular migrants were spotted during the Evaluation mission. This leads to a questioning of the extent to which the vulnerability of the students was considered when the school was selected.

WFP conducted livelihoods activities in Benghazi, which were not linked to the Central Kitchen, in particular extensive vocational training and support to small businesses. These were implemented both by Tatweer and Assarya, the latter being the partner involved in Made in Libya. In these cases the linkages were not established.

5. Case Study - Sebha market

Smallholder farmers in the South face significant challenges in marketing their agricultural products and are often subjected to exploitative practices by traders forcing them to sell their harvests at prices below production costs. The local agricultural products also have problems of competing with imported commodities. This unsustainable situation has driven many farmers to sell their land to developers, contributing to a significant decline in agricultural land in the region.

The establishment of the Sebha market aimed to address these challenges by providing smallholder farmers with a direct and fair channel for selling their produce by excluding traders from the market. The market's location is moreover highly convenient for smallholder farmers, many of whom reside in close proximity. It was intended to be accessible to various ethnic groups, and as such to operate as a space of interaction. While the asset creation approach struggled at first to find the right location, this has paid off with the one symbolic and well regarded site which was rehabilitated.

The market has a capacity of about 100 market stands. The sellers at the market are mostly men, but there are also female sellers. Whereas the male farmers sell vegetable, spices, fruits, seeds and grains, the female sellers marketing bread and traditional food. By allowing small farmers to sell their produce directly to consumers, the market bypasses middlemen and reduces costs, ultimately benefiting both farmers and consumers. Additionally, the market's competitive pricing, compared to other markets, attracts customers and fosters a fair marketplace. By restricting the presence of large-scale sellers, the market provides the small farmers with a platform to sell their products and earn a fair income.

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