



**Country Programme Evaluation Libya**  
Final Evaluation Report

Rome, December 2021

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## Acronyms and abbreviations

CAFAAG	Children Associated with Armed Forces and Armed Groups
CEDAW	Convention on the Elimination of All Discrimination against Women
CMT	Crisis Management Team
CP	Country Programme
CPD	Country Programme Document
CPE	Country Programme Evaluation
CRC	Convention on the rights of the child
CSOs	Civil society organisations
DHIS	District Health Information System
DTM	Displacement Tracking Matrix
EMIS	Education Management Information System
EUTF	European Union Trust Fund
EORE	Explosive ordnance risk education
GBV	Gender-based violence
GEROS	Global Evaluation Reports Oversight System
GNU	Government of National Unity
HAC	Humanitarian Action for Children
HACT	Harmonized Approach to Cash Transfer
HCT	Humanitarian Country Team
HNO	Humanitarian Needs Overview
HRP	Humanitarian Response Plan
IED	Improvised explosive device
IOM	International Organisation for Migration
IRC	International Rescue Committee
ISG	Inter-Sector Coordination Group
J4CIMS	Justice for Children Information Management System
LibMAC	Libyan Mine Action Centre
MENARO	Middle East and North Africa Regional Office
MoE	Ministry of Education
MoH	Ministry of Health
MoSA	Ministry of Social Affairs

MRM	Monitoring and Reporting Mechanism
NCDC	National Centre for Disease Control
NGOs	Non-governmental organisations
NFE	Non-formal education
NRC	Norwegian Refugee Council
OECD/DAC	Organisation for Economic Co-operation and Development / Development Assistance Committee
PHC	Public Health Centre
PSEA	Protection from Sexual Exploitation and Abuse
RRM	Rapid Response Mechanism
SDGs	Sustainable Development Goals
SMART	Standardized Monitoring and Assessment of Relief and Transitions
TOR	Terms of Reference
TPM	Third-party monitoring
UASC	Unaccompanied and Separated Children
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMAS	United Nations Mine Action Service
UNSF	United Nations Strategic Framework for Libya
UNSMIL	United Nations Support Mission in Libya
UXO	Unexploded ordnance
VAC NAP	Violence Against Children National Action Plan
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

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## Executive summary

The UNICEF Libya Country Programme (2019-2020) evaluation (CPE) follows the UNICEF 2018 evaluation policy and uses the evaluation criteria of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD). It addresses the criteria of relevance, efficiency, effectiveness for developmental activities and connectedness from the humanitarian area. An additional criterion, comparative advantage and strategic positioning, has been added. The CPE focuses on the key Country Programme outcomes and outputs, and progress is measured at the highest possible level of the results chain. The evaluation was conducted in a participatory manner, ensuring the involvement of a wide sample of key stakeholders, during all phases of the evaluation. The evaluation was human rights-based, gender sensitive and equity focused.

The evaluation used a mixed methods approach. As a result of travel restrictions linked to COVID-19, the collection of data by the evaluators was desk-based. These restrictions also affected the evaluation design and rationale. The evaluation questions were addressed through evidence collected by the desk review of key internal and external documents. The evaluation team collected primary qualitative data from stakeholders using key informant interviews and an online survey. The data collected were, to the extent possible, triangulated and validated – three or more sources of information were typically used to substantiate a finding.

Limitations that affected the implementation of the evaluation include the following: i) travel restrictions due to the COVID-19 pandemic, which prevented the team from visiting Tunis, ii) the security and conflict situation in Libya which precluded the use of third-party data collectors and limited access to stakeholders; iii) non-availability of data and key indicators; iv) internal and external developments affecting the timeframe of the evaluation and delaying finalization of the report.

### **Main Findings of the Evaluation**

**Relevance:** The 2019-2020 Country Programme is grounded on assessments and analyses that remain pertinent. It was built on a strong cross-sectoral strategy, combining service delivery and emergency assistance with system support and environment building. The Country Programme has provided a consistent framework for integrating the UNICEF Humanitarian Action for Children (HAC) objectives and results. It is strongly aligned with the United Nations Strategic Framework (UNSF) 2019-2020, the Sustainable Development Goals (SDGs) and the humanitarian, development and peace nexus. The sectoral strategies are aligned to those of the Libyan government. Humanitarian assistance is delivered in partnership with line ministries, municipalities, and non-governmental organisations.

Although the already-challenging Libyan context became even more complex because of the COVID-19 pandemic, the programme adapted well to changing circumstances and capitalized on available opportunities. A timely response to increasing risks of Gender-Based Violence (GBV) demonstrated the ability to respond to challenges that were not initially a part of the Country Programme. There were also missed opportunities, however. Programming for adolescents and youth is seen by the evaluation as an area of weakness. The evaluation found no evidence of gender analysis underpinning the Country Programme. Indicators were disaggregated by gender, and boys and girls took part equally in activities, but it is not clear how gender considerations were incorporated in the programming.

**Efficiency:** A key strategy to achieve integrated results was to establish and operate community centres (Bayti centres) that provide multi-sectoral services, with a focus on the most vulnerable children. In practice, however, the potential for the Bayti approach was not fully used. Bayti centres have almost exclusively hosted child protection and non-formal education activities and more could be done to fully integrate other sectors into the model, through strengthening referrals to existing structures providing, for example, health and nutrition services or hosting ad-hoc health and nutrition initiatives, e.g., screening, vaccination.

Communications were used to strengthen the UNICEF brand and to build alliances and partnerships for change through public engagement. This was done by positioning UNICEF social media accounts as a credible and reliable source and partnering with the private sector and local implementing partners on communication campaigns to promote behaviour changes as, for example, in response to the COVID-19 pandemic.

Advocacy efforts by UNICEF work through many channels including the United Nations Country Team, the sectoral and working groups and global and regional advocacy initiatives. However, no consistent child protection advocacy plan or joint child protection advocacy strategy was developed with United Nations sister agencies or the Humanitarian Country Team (HCT). In addition, advocacy strategy was not coordinated with international NGOs or within the Child Protection Working Group and Protection Sector. There are, however, many examples of successful coordination of advocacy efforts, including the work of UNICEF with the Protection from Sexual Exploitation and Abuse (PSEA) Network: advocacy that led to the creation of a staffed nutrition unit in the National Centre for Disease Control (NCDC) to monitor and address issues of malnutrition; joint advocacy with WHO and IOM, among others, with government and municipalities for strengthening the extended immunization programme and the Public Health Centre (PHC) system; and Child Protection advocacy to end violence against children, develop alternatives to detention for children in contact with the law, establish transitional centres for detained migrant children, activate a formal monitoring and reporting mechanism, and release and reintegrate children associated with armed forces and armed groups.

There is an apparent disconnect between the approach to NGO partners in the emergency response and in the development component of the UNICEF programme. Communication flows with partners and donors have been challenging, mainly due to staff turnover and heavy administrative procedures. In the emergency response, partnerships focus on service delivery. UNICEF provided technical training either directly carried out by UNICEF or through international NGOs. National partners, however, expressed the need of a structured approach to their capacity development that also includes building their capacities on strategic planning, management and fundraising.

The 2018 budget and human resource structure was expanded considerably due to the deepening humanitarian crisis in Libya and the need to address capacity gaps of the Country Office. The initial focus of this programme was on bringing in international staff. However, due to funding shortfalls and challenges in hiring, about a third of the positions were still vacant at the end of 2020. This created significant challenges since national staff may not have sufficient international and UNICEF institutional experience. Nonetheless, the national staff is expected to provide continuity until international staffing is completed. While this poses an opportunity for capacity building, several circumstances have limited effective dissemination of face-to-face support and experience from the more experienced international professional staff to the younger staff.

Bureaucratic processes and granting procedures created delays throughout 2019, with limited improvements in 2020. Contracting processes with partners took over six months from negotiation to the signature of Programme Cooperation Agreements (PCAs), which posed a challenge for the emergency response. Delays in releasing the funds constrained the implementation capacity of national NGOs that rely on UNICEF funding. Multiple office locations, costly staff accommodation arrangements and constant staff movement back and forth between Tunisia and Libya resulted in operating costs that were much higher than planned. Heightened conflict and insecurity in Libya have long impeded UNICEF staff from undertaking regular field monitoring visits to programmes implemented by the partners. Consequently, the Libya Country Office has, since 2016, engaged the services of third-party monitoring organizations.

**Effectiveness:** UNICEF provided humanitarian assistance during the period evaluated as well as more limited development assistance. Overall, the sectoral targets of the humanitarian assistance were broadly achieved. UNICEF support for sector coordination and working groups helped to deliver better results for children, while partnering with local authorities in municipalities helped to deliver services at local level.



However, efforts fell significantly short of the overall needs identified and evidence generation was challenging. The main sectoral results include the following:

- UNICEF strengthened national WASH systems and provided humanitarian support in response to needs, contributing to the realization of SDG 6 and the Humanitarian Response Plan for 2019. Targets were surpassed largely as a result of the humanitarian response to displaced and conflict-affected populations. UNICEF also contributed to an enabling environment for WASH through support for the first National Assessment of Water Systems in Libya. This will serve as an important knowledge base for the government and partners' investment in the development of water infrastructure.
- As a result of the emerging humanitarian situation, UNICEF scaled up to provide lifesaving assistance to the most vulnerable. UNICEF coordinated with WHO to strengthen the capacity of immunization centres, although additional capacity-building is needed to improve monitoring at the municipal level. Effectiveness of the training model relies on post-training mentoring for the trainees, as well as access to health facilities which in some areas is challenging.
- Relatively few children have received basic or emergency nutrition services compared to needs. The key challenge remains the lack of reliable data on the nutritional status of children and women. A Standardized Monitoring and Assessment of Relief and Transitions (SMART) Nutrition Survey was planned in Q1 2020 to bridge the data gaps. While SMART surveys are usually undertaken in fragile and conflict countries, it was assessed that security risks were too high and a postponement was foreseen.
- UNICEF worked closely with the Ministry of Education (MoE) and its partners to ensure minimum disruption to education. A key success of the education programme was the timely response to the COVID-19 pandemic. Progress toward the Country Programme outcomes was on track through the end of 2020. Some key 2019 targets were exceeded. In particular, the number of teachers trained was significantly higher than planned, creating the potential to provide services to more children than originally planned.
- UNICEF made substantial progress in ensuring that girls and boys in Libya were better protected from violence, abuse and exploitation. The progress of child protection programme toward the Country Programme outcomes is on track. As of June 2020, the Country Programme output indicators were largely or fully achieved. The system support component of the child protection programme – although substantially on track – has suffered from the escalating conflict. However, UNICEF has made progress in strengthening national systems for monitoring, reporting and responding to violations of children's rights.

Gender has not been fully mainstreamed in the delivery of the Country Programme and there is limited evidence that interventions were designed considering the different needs of boys and girls. The office did generate some gender disaggregated indicators but not in a consistent manner across sectors, although there are positive examples in the implementation of the programme. Insufficient disaggregation of vulnerable groups in programme reporting makes it difficult to analyse how different groups have benefitted.

The main challenges to the effectiveness of the Country Programme include the following: i) COVID-19 has limited access to beneficiaries and support systems; ii) during 2019, the five national information systems roll outs were delayed, as challenges proved greater than anticipated; iii) insufficient coordination and limited internal technical capacity constrained the leadership provided by UNICEF for child protection.

**Connectedness:** To address disconnects between the humanitarian and the developmental programmes, the United Nations Programme Management Team led the process to agree on a strategic nexus approach for Sabha and to identify collective outcomes to be achieved by 2023. Recent political developments in the country offer the opportunity for the United Nations Country Team and UNICEF to reconsider connectedness between humanitarian and development priorities and develop appropriate strategies. However, the UNICEF Libya Country Programme Document 2019-2020 provides only scant reference to the nexus framework and the UNICEF Humanitarian Action for Children 2019 does not mention it at all.

The 2020 appeal notes the importance of reinforcing the linkages between humanitarian and development programming through giving priority to coordination and capacity building for partners, including local authorities. The most relevant contribution to connectedness is through the “Stabilization” programme with a focus on working directly with local authorities while still involving central authorities. The newly developed arrangement with the United Nations High Commissioner for Refugees (UNHCR) for a two-year (2020-2021) global blueprint for joint action, titled “A Fair Deal for Refugee Children”, also focuses on improving the response in the priority areas of education, WASH and child protection, and represents a contribution to the SDGs in these areas.

**Comparative advantage and strategic positioning:** UNICEF Libya worked with many stakeholders at all levels. With the central government, it has agreed workplans, provided an evidence basis for implementation, and developed national level strategies. With municipalities, it has implemented practical programmes across the nexus providing services for host communities and refugees. It has established a relationship with donors, along with solid partnerships with international and national non-governmental organisations (NGOs). UNICEF Libya is well embedded in the United Nations country team. However, the Libya Country Office has moved only recently towards implementing the nexus. The “Stabilization” programme has created an integrated approach to service delivery that could be expanded to other areas and to municipal service provision, but the comparative advantage of UNICEF has not been fully used to build and leverage synergies among stakeholders (ministries and civil society, for example) and with donors and the United Nations Support Mission in Libya (UNSMIL), for example, on Children Associated with Armed Forces and Armed Groups (CAFAAG) and the Monitoring and Reporting Mechanism (MRM), especially on critical child protection issues. The role that UNICEF can play towards strengthening civil society capacities should also be considered.

## **Conclusions**

**Conclusion 01:** The Country Programme has been found highly relevant to the priority needs of children in Libya. The Country Programme has taken available evidence into account, incorporating findings from assessments, both multi-agency and by UNICEF, of humanitarian and development needs in the five strategic areas. The reliability of the available evidence is not strong but the Country Programme responds to this with a strong focus on evidence generation.

**Conclusion 02:** The Libya Country Office has demonstrated appropriate flexibility and initiative in responding to changes. Programme priorities, resources and interventions were reviewed when in-country needs increased, particularly in the humanitarian domain and from the perspective of the nexus logic. New challenges stemming from shifting conflict lines, the advent of COVID-19 and worsening economic indicators were addressed to the extent possible, given available resources and access constraints, through increases in service delivery and humanitarian/risk awareness interventions.

**Conclusion 03:** Alignment with government priorities, and UNICEF global and regional priorities was generally strong especially through the agreed work planning process. However, some sectors and activities were not always able to keep government counterparts informed. Implementing partners were chosen for their ability to deliver rather than on aligned strategic priorities.

**Conclusion 04:** Cross-sectoral approaches were planned but not always implemented in practice. Gender and adolescents and youth programming are areas where improvements are needed.

**Conclusion 05:** The Libya Country Office is taking steps to improve cost efficiency such as reduction of multiple office locations and making a greater investment in UNICEF national staff and implementing partner capacities. The recent developments of the political situation in Libya might allow for relocating at least part of the operation within Libya, thus contributing to cost efficiency.

**Conclusion 06:** Operational efficiency was mixed, due to the demanding context of the operations and the internal administrative requirements of UNICEF. The integrated approach proved to be challenging and required additional capacities and a redistribution of responsibilities.

**Conclusion 07:** The Bayti approach was efficient in reaching the most vulnerable children and could be further expanded to fully realise integrated services, through strengthening referrals to existing structures providing, for example, health and nutrition services or hosting ad hoc health and nutrition initiatives, e.g., screening, vaccination.

**Conclusion 08:** Programme monitoring remained a challenge despite efforts by UNICEF to address third-party monitoring issues and to follow up by revising implementation arrangements.

**Conclusion 09:** Advocacy and external communications were efficient approaches to draw attention to child protection issues and support health and nutrition services.

**Conclusion 10:** The Country Programme made progress toward planned outcomes in all strategic areas and improved the quality and supply of services. Conflict and insecurity were the main factors affecting delivery of planned outputs were conflict and insecurity. These also affected the capacity of national systems. UNICEF targeted marginalized groups but experienced challenges in reaching them; those requiring more attention include children of detained or imprisoned women, children associated with armed forces and armed groups (CAFAAG), marginalized adolescents and youth, children with disabilities and preschool children.

**Conclusion 11:** As WASH is intrinsic to all other basic services, the importance of rehabilitating the dilapidated system takes high priority; UNICEF should use its convening power and technical capacity to support a coordination platform with the government and other stakeholders. Health system inputs have been strong and well-coordinated with partners. The immunization training requires follow up at the municipal level to ensure compliance.

**Conclusion 12:** Significant achievements were made in training teachers and other education staff. However, some planned education results were not fully achieved due to deterioration of the education system and impeded access in conflict-affected areas. The COVID-19 response related to education was timely and produced positive impacts for children. The inputs for work with adolescents and youth do not sufficiently reflect the importance of their role in the development and future of Libyan society and should be strengthened in order to engage them productively and mitigate risks of the youth being drawn into the conflict.

**Conclusion 13:** UNICEF made substantial progress in ensuring that girls and boys in Libya were better protected from violence, abuse and exploitation through strengthening national systems for response and including training on explosive ordnance risk, and protection from sexual exploitation and abuse. However, UNICEF globally, regionally and nationally has not exerted sufficient influence to coordinate stakeholders to urge adequate funding and greater joint advocacy on difficult protection issues.

**Conclusion 14:** Gender is not well integrated in the programme. Knowledge about potentially marginalized groups is weak and programming for them is challenging.

**Conclusion 15:** The development of information management systems (e.g., the DHIS and the EMIS) experienced significant challenges, in terms of capacity of staff and support systems.

**Conclusion 16:** While UNICEF at the global level has a strong commitment to connect humanitarian and developmental actions, at the country level this connection is still in a nascent state, both for the United Nations team and UNICEF, except for coordinating the “Stabilization” programme interventions with municipalities and the global blueprint with the UNHCR ‘A fair deal with children’.

**Conclusion 17:** Recent political developments in the country present an opportunity to strengthen the nexus approach within the UNICEF programme; for example, the Violence Against Children National Action Plan (VAC NAP) offers a framework to link emergency child protection response to longer-term objectives.

**Conclusion 18:** The UNICEF Libya Country Office has collaborated effectively with diverse stakeholders. The evaluation identified missed opportunities to lead on child rights agendas, with donors and as cluster lead agency.

### **Recommendations**

**Recommendation 01:** Strengthen programming to incorporate cross-cutting youth and gender themes more effectively. Undertake a gender assessment of all strategic areas and develop a cross-sectoral gender plan with partners; ensure that each sector addresses the situation of adolescents and youth relative to their developmental needs.

**Recommendation 02:** Promote greater strategic planning opportunities with implementing partners (national and international NGOs) to facilitate joint strategy and policy development. Elevate discussions, collaboration and coordination with implementing partners to a more strategic level, beyond the negotiation of implementation or the emergency strategies developed within the sector working groups. This will be the best way to utilize their access to beneficiaries and their experience in addressing technical and cultural challenges.

**Recommendation 03:** Assess whether (a) the Bayti approach can be expanded to integrate health and nutrition services for migrant women, girls and boys; (b) a similar approach could be used to provide services to children by the Ministry of Social Affairs (MoSA) and other relevant ministries; and (c) similar approaches could be taken in building child hubs in schools.

**Recommendation 04:** Given recent political developments in Libya, reassess the possibility of relocating components of the operation within the country. This will mean revisiting the staffing structure, the share of national and international staff, the type of contracting, and the geographic location of the offices / hubs.

**Recommendation 05:** Keep track of the lessons learned and emerging good practices from the implementation of the various third-party monitoring arrangements used by UNICEF in humanitarian contexts, including in the other countries of the MENA region. Tracking successes and bottlenecks and following good practices developed elsewhere will increase the efficiency of the Libya Country Office.

**Recommendation 06:** Continue to advocate on critical child protection issues such as activation of the monitoring and reporting mechanism on grave violations, alternatives to detention for children in contact with law (including migrants), alternative care systems for unaccompanied and separated children (UASC), release and reintegration for CAFAAG, including regional mechanisms for CAFAAG from abroad.

**Recommendation 07:** Strengthen technical support and advocacy for coordination and investment of the government's own funds in Water, Sanitation and Hygiene (WASH) system rehabilitation.

**Recommendation 08:** Ensure that reliable data are available for programming in health, education, nutrition and protection. The challenges experienced to implement studies and to roll out information systems will need to be analysed to identify and avoid bottlenecks.

**Recommendation 09:** Clearly identify the gaps in the current immunization programme and develop a plan to strategically address them in the follow up programme. Aim to expand immunization to migrant populations.

**Recommendation 10:** Develop a coherent UNICEF Libya strategy for adolescents and youth and advocate for a national youth strategy.

**Recommendation 11:** UNICEF should use the nexus approach more systematically to ensure that humanitarian responses build the capacity of partners to deliver services in humanitarian and developmental contexts. The Country Programme Document (CPD) and the Humanitarian Action for Children appeal (HAC) should be consistent in approach and mutually re-enforcing.

**Recommendation 12:** UNICEF Libya should provide leadership on the child rights agenda with Libyan authorities and with donors and other international stakeholders.

**Recommendation 13:** UNICEF Libya should have an internal dialogue to determine how best to support civil society capacity building and child rights.

#### **Lessons learned:**

**Evidence generation:** Evidence generation was a pillar of the Country Programme. The five national information systems rollouts, including the Education Management Information System (EMIS), the District Health Information System (DHIS), and the Justice for Children Information Management System (J4CIMS), were delayed because challenges were greater than anticipated. In the critical effort to generate evidence, collect data and improve data quality, the following elements need to be ensured to secure the investments in the systems: (i) the capacity of community facilities to collect, process, and disseminate data, (ii) access to electricity, data entry equipment and supplies, as well as to the internet, (iii) trained staff and oversight on data integrity and skill usage by supervisors.

**Third-party monitoring:** For third-party monitoring to be effective, monitors need to have a solid understanding of the nature of the UNICEF programming and of humanitarian work and good reporting capacities. As third-party monitoring (TPM) is increasingly used by UNICEF in humanitarian contexts, including in the MENA region, it will be important to share what works and what aspects prove difficult in establishing TPM systems in Libya. This will contribute to distilling good practices within the organisation, developing guidance and building tools to establish TPM systems in other countries. Sector-specific training and standard requirements for adhering to humanitarian principles (including PSEA) should be included.

**Equity:** Cross-sectoral programming is more likely to succeed when staff and partners coordinate effectively to plan and utilize equity focussed assessments, to secure investment of time and funds, and to strengthen coordinated support for vulnerable groups, ensuring that key needs are considered across the sectors. This lesson is particularly relevant for humanitarian action to serve the most vulnerable and where a large percentage of the population is composed of adolescents and youth.

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## Introduction

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### 1 Context

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#### 1.1 Background: Political, Economic and Conflict Developments

1. The operational environment in Libya is characterized by fragmentation and volatility across the political, economic and security domains, posing important challenges for United Nations engagement. The period of the Libya Country Programme Evaluation – from January 2019 to July 2020<sup>1</sup> – saw a significant deterioration of the security environment, conflict in the Tripoli area and along the Mediterranean coast, increasing economic crisis and mounting humanitarian needs. The COVID-19 pandemic added another complexity in early 2020. The combined impact of these crises has made the operational environment in Libya challenging, though with some improvements over the past year as outlined in box 1.
2. The economic downturn was exacerbated by the collapse of oil prices and the blockade of Libyan oil terminals that lasted until late 2020. The Libyan Gross Domestic Product contracted by 31 per cent in 2020 due to the combined impact of these crises<sup>2</sup>, while the blockade of Libyan oil terminals for much of 2020 cost the country as much as 11 billion USD in lost revenue.<sup>3</sup>
3. The negative economic outlook is likely to pose further medium and long-term challenges as Libya's financial reserves shrink and in-country needs increase. Fuel shortages, intermittent water supplies and power generation have become the norm in many Libyan localities, while food price hikes linked to border closures due to the COVID-19 pandemic, volatile currency exchange rates and a flourishing black-market trade, have increased everyday hardships in the country. Electricity blackouts average 12 hours in the west and 14 in the south according to World Health Organisation (WHO) updates from mid-July 2020, increasingly triggering demonstrations among local communities, while about 25 per cent of public health care facilities are shut due to acute shortages of personnel.<sup>4</sup> Such data reflects the increased hardship in accessing health facilities across Libya, with previous estimates contained in the 2020 Libyan Humanitarian Needs Overview (HNO) noting that 24 per cent of Libyans and 80 per cent of migrants had reported hardship in accessing health services.<sup>5</sup>

#### Box 1 Libya: Political, economic and conflict developments (August 2020-September 2021 update)

Developments in and around Libya over the past year (August 2020-September 2021) have been characterised by a marked decline in open conflict, a resumption of international diplomatic efforts and the emergence of a new political entity, the provisional Government of National Unity (GNU), which is meant to oversee the country's progress towards new national elections scheduled for December 2021. These developments allowed for significant improvements in the operational environment across Libya, as security risks decreased and renewed international engagement provided new resources and support for the resumption of more direct forms of engagement in the country. At the same time, many of the underlining security, economic and politico-institutional challenges facing Libya persist. These range from the presence of foreign militias and mercenaries, the deep institutional and intra-personal mistrust among Libyan elites competing over power and resources in the run-up to elections and the absence of a real reunification of Libya's key economic institutions, needed to ensure a true

<sup>1</sup> This refers to the inception and data collection phases; data analysis and reporting were further prolonged due to internal and external developments.

<sup>2</sup> <https://www.worldbank.org/en/country/libya/overview#1>

<sup>3</sup> <https://reliefweb.int/report/libya/libya-economic-monitor-spring-2021>

<sup>4</sup> WHO, "Libya biweekly operational update: 1-15 July 2020," 16 July 2020, <https://reliefweb.int/report/libya/who-libya-biweekly-operational-update-1-15-july-2020>

<sup>5</sup> OCHA, "Libya Humanitarian Needs Overview 2020," 31 January 2020, <https://reliefweb.int/report/libya/libya-humanitarian-needs-overview-2020-january-2020>

socio-economic recovery, the functioning and expansion of basic service delivery and the reconstruction of areas damaged by the previous rounds of military clashes in and around the capital.

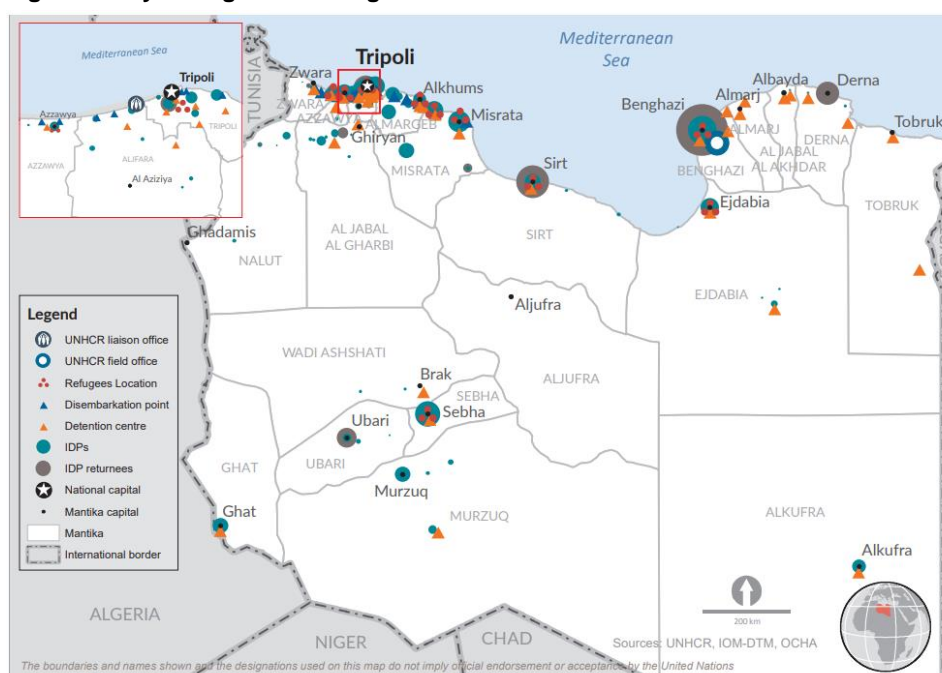
4. Deterioration in the delivery of basic services poses a daily risk to the lives and well-being of children. Access to healthcare continues to decline, as does the quality of health services, leading to an increase in communicable and non-communicable diseases as well as malnutrition. Those affected by conflict, including migrants, face significant barriers in accessing all services, including healthcare due to inadequate medical supplies, staff, discriminatory treatment, and high costs. Water and sanitation are rapidly becoming critical issues and the conflict continues to put the existing infrastructure at risk. Libya has traditionally had high primary and secondary school enrolment rates, but the conflict has disrupted education in some parts of Libya, damaging infrastructure and lowering quality. Violence in schools is believed to be high. The disconnect between the education system and the labour market has increasingly become a concern, given the high youth unemployment rate.
5. Libya represents a situation of serious concern for children, with the armed conflict leading to grave violations against children. Children on the move and children affected by armed conflict are particularly vulnerable to violence. Women and girls have traditionally had limited participation in the public sphere and continue to face discrimination in law and practice. Gender-based violence is reportedly widespread.
6. Throughout Libya, some population groups are significantly more vulnerable because of reduced access to quality basic services and protection. Particularly vulnerable groups include conflict-affected children and their families (displaced persons, returnees, and persons living in areas affected by conflict), migrants and refugees, children and families living in certain geographic areas and members of ethnic minorities, among others. In addition to limitations imposed by conflict and insecurity, the rights of children and women are impacted by elements in the Libyan legal code – especially the penal code – which are not in line with Libya’s international obligations as expressed in the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).
7. Adolescents and youth are among the most vulnerable populations in Libya. Young people, especially young women, have limited opportunities for social, economic, and civic engagement. Repeated displacement and insecurity disrupt the social fabric, increasing social isolation and limiting opportunities for education, mentoring and social engagement. Youth unemployment rates are high. Poor quality education, limited vocational training, limited employment opportunities, and a weak protective environment are believed to be push factors for young people’s engagement in high-risk behaviours, including association with armed groups. Though accurate data are unavailable, there are regular reports of child recruitment. In the most disadvantaged regions of the south, where half of the confirmed cases of COVID-19 are located and where international access and involvement is more limited, recent developments have contributed to an increase in poverty levels and humanitarian needs.
8. The January 2020 Libya HNO estimated that 1.8 million people had been affected by continued crisis, roughly equivalent to 26 per cent of the Libyan population of 6.7 million.<sup>6</sup> These data were published prior to the increase in fighting in April-May 2020 and the advent of the COVID-19 pandemic. The HNO 2020 estimated that of 893,000 people in need, roughly 39 per cent had acute humanitarian needs requiring some form of assistance, a nine per cent increase compared to 2018. Approximately 30 per cent are children under the age of 18 (176,000 boys and 91,000 girls), with girls accounting for 34 per

<sup>6</sup> OCHA, “Libya Humanitarian Needs Overview 2020,” 31 January 2020, <https://reliefweb.int/report/libya/libya-humanitarian-needs-overview-2020-january-2020>

cent of children in need, while men and boys account for 66 per cent of people in need. This gender disparity reflects the largely male (93 per cent) migrant population in Libya.

9. A majority of recent internally displaced persons have moved to the East (Benghazi and Ejdabia especially), while a smaller fraction have transferred to the West. A majority of internally displaced persons are staying with relatives, friends or host families, while an estimated 13 per cent have sought refuge in collective shelters set up by local authorities. Returning internally displaced persons are particularly at risk due to the large quantities of unexploded ordnance (UXO), mines and improvised explosive devices (IEDs) still present in the Tripolitania area, with the Libyan Mine Action Centre (LibMAC) having recorded 138 casualties, including 81 civilians, among which children, due to this material since April 2019.<sup>7</sup> The municipalities hosting the greatest number of internally displaced persons are Tajoura and Suq Aljumaa in Tripoli, the city of Sebha in the southwest and Benghazi in the east.

**Figure 1 Libya – Migrant & Refugee Collocation**



Source: UNHCR Libya Response in 2020, 17 July 2020<sup>8</sup>

10. Migrants and refugees have also been impacted by the fighting and worsening operational environment in Libya. Departures from western Libya to Europe have increased, as has the rate of interceptions by the Libyan coast guard. United Nations programs aimed at facilitating voluntary repatriation of migrants and refugees stranded in Libya back to their home countries have declined due to COVID-19 restrictions. In March 2020, 636,000 migrants were identified in Libya, out of whom 44,520 were

<sup>7</sup> Ibid.

<sup>8</sup> UNHCR, "Libya Responses in 2020," 17 July 2020,

[https://reliefweb.int/sites/reliefweb.int/files/resources/2020\\_07\\_17\\_LBY\\_UNHCR\\_per\\_cent20Dashboard.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/2020_07_17_LBY_UNHCR_per_cent20Dashboard.pdf)



children (including 10,684 who were separated or unaccompanied, and at high risk of exploitation and abuse).<sup>9</sup>

11. International donors have initially been cautious in increasing financial support, given competing needs in other states such as Yemen and Syria, as well as Libya's categorization as an upper-middle-income country, its vast hydrocarbon wealth and the broader political and security uncertainty. As of 30 June, 51.2 per cent of requirements of the 2020 United Nations Humanitarian Response Plan (HRP) appeal for Libya, totalling 139 million USD, was still unmet.<sup>10</sup> However, by the end of the year, the international community ended up providing 90 per cent of funds requested under the 2020 HRP appeal<sup>11</sup>.

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## 1.2 The Libya Country Programme of Cooperation (2019-2020)

12. Prior to 2011, the UNICEF programme for Libya consisted of upstream technical guidance and advocacy. The Revolution in 2011, the outbreak of armed conflict in 2014, and the subsequent deterioration of basic service delivery made it necessary for the Country Office to expand its programming to respond to emerging needs, increasing both human resources and funding. The previous UNICEF CPD covered 2013 - 2014 and was extended four times, until 2018.
13. The new CPD 2019 - 2020 marked a shift in programming. For the first time in four years, UNICEF was able to fully develop a holistic results framework and monitoring system, aligned with its new CPD. The CPD (2019-2020) was developed in close collaboration with the Ministry of Planning and other relevant line ministries. The government formally endorsed the CPD in June 2018 and the Executive Board approved it in September 2018. The CPD is fully aligned with the UNSF for Libya (2019-2020) and was presented to the government and member states in conjunction with the Country Programmes of the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA).

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### 1.2.1 Objectives of the Country Programme

14. The Country Programme was defined taking into consideration the humanitarian-development nexus logic. It prioritizes system support and multi-sectoral service delivery, underpinned by evidence generation and in support of evidence-based policy making. The cross-cutting priority areas of children on the move, gender, youth and adolescents and emergency preparedness have been built into the programme. The Humanitarian Action for Children complements the CPD to respond to increased humanitarian needs.
15. The goal of the CPD is to contribute to national efforts enabling all children and adolescents in Libya, especially those who are most vulnerable, to have their rights progressively fulfilled and to develop to their full potential in an inclusive and protective environment. For this purpose, UNICEF supports equitable, child-friendly basic service delivery in targeted municipalities. It also works to strengthen the protective environment for children and contribute to the development of an enabling environment. This helps the government and civil society organisations to improve their capacity, systems and services to fulfil their obligations under the CRC through cross-sectoral programme components.

<sup>9</sup> UNICEF Libya Country Office, "Humanitarian Situation Report No.1, January-March 2020," 31 March 2020, [https://reliefweb.int/sites/reliefweb.int/files/resources/Microsoft\\_per\\_cent20Word\\_per\\_cent20-per\\_cent20Libya\\_per\\_cent20SitRep\\_per\\_cent20Q1\\_per\\_cent202020.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/Microsoft_per_cent20Word_per_cent20-per_cent20Libya_per_cent20SitRep_per_cent20Q1_per_cent202020.pdf)

<sup>10</sup> UNOCHA, "Libya 2020 (Humanitarian Response Plan)," OCHA Services, Financial Tracking Service, <https://fts.unocha.org/appeals/931/summary>.

<sup>11</sup> [www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/20210228\\_hrp\\_press\\_release\\_final.pdf](http://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/20210228_hrp_press_release_final.pdf)

16. UNICEF has adopted an integrated program approach in Libya, comprised of three main outcome areas: (1) improving access and strengthening basic service delivery, including through humanitarian assistance; (2) strengthening the protective environment for children and youth; and (3) building evidence-generation and capacity for evidence-based policy development and budgeting. While there is no formal theory of change for the Country Programme, sector-specific theories of change were developed in 2018 for the five strategic areas of the programme. However, they may be outdated given the rapidly changing circumstances since their development.

#### Box 2 Strategic areas of programming

- **Child Survive and Thrive** includes four result areas: (a) vulnerable girls and boys, adolescents and their families have access to water, sanitation, hygiene, nutrition and health services in targeted municipalities; (b) girls and boys 0-59 months are protected against vaccine-preventable diseases, with special attention to polio and measles in targeted municipalities; (c) learning and evidence on childhood poverty, vulnerability, public finance and social protection is generated to inform child-centred social sector policies and budgets; and (d) basic service providers at the national and subnational level have increased capacity to develop and prioritize equity-focused, evidence-based policies and budgets and are better able to respond to emergencies. It also includes all the identified cross-cutting issues.
- **Child Protection** interventions aim to support the following results: (a) community-based child protection, psychosocial, and reintegration services are available for vulnerable boys and girls, including survivors of all forms of violence, children with disabilities, children on the move and children associated with armed conflict in targeted municipalities; (b) child-friendly justice institutions and services are available for boys and girls in contact with the law in targeted municipalities; (c) boys and girls, parents, teachers and communities have improved awareness of the risks of violence against children, and available child protection services; (d) national systems for monitoring, reporting and responding to violations of children's rights are strengthened, including technical capacity, information management, and referral; and (e) basic service providers at the national and subnational level have increased capacity to develop and prioritize equity-focused, evidence-based policies and budgets and are better able to respond to emergencies. Cross-sectoral programme components are also supported.
- **Education** interventions are focused on the following: (a) vulnerable girls, boys, adolescents and youth have increased access to inclusive, good quality formal and non-formal education; (b) vulnerable adolescents and youth have increased awareness of and access to Technical Vocational Education and Training and life skills programmes in targeted municipalities. The focus includes cross-sectoral and multisectoral components.
- **Social Policy** includes the following results areas: (a) learning and evidence on childhood poverty, vulnerability, public finance and social protection are generated to inform child-centred social sector policies and budgets; (b) basic service providers at the national and subnational level have increased capacity to develop and prioritize equity-focused, evidence-based policies and budgets and are better able to respond to emergencies. Cross-sectoral programme components are also included. The focus on social policy was scaled up recently with the hiring of a consultant.
- **Youth** interventions intersect with the education and child protection strategic areas and also cover the following components on cross-sectoral and multisectoral results: (a) vulnerable adolescents and youth have increased social and economic inclusion in their communities and engage in dialogue and peace-building in targeted municipalities; (b) learning and evidence on childhood poverty, vulnerability, public finance and social protection is generated to inform child-centred social sector policies and budgets; and (c) basic service providers at the national and subnational level have increased capacity to develop and prioritize equity-focused, evidence-based policies and budgets and are better able to respond to emergencies.

17. The delivery of humanitarian activities is based on the HAC. The HAC is aligned with the interagency Humanitarian Response Plan for 2019<sup>12</sup>.

<sup>12</sup> The strategic framework of the HRP focuses on WASH, shelter and non-food items, food security, education, and cash assistance. Protection is also central to the response plan.

## 1.2.2 Partnerships, Operational Modalities and Human Resources

18. The onset of increased conflict in 2019 was met with stronger resource mobilization efforts, followed by two adjustments in the Budget Ceiling (reaching US\$68,547,059 for 2019 – 2020 period). In 2019, UNICEF received funding from the European Union, the European Union Trust Fund, Germany, Italy, Korea, the US State Department, Malta and CERF. However, the UNICEF funding appeal for 2019 of USD 23.4 million fell short of expectations, with a 63 per cent funding gap registered on 31 December 2019.<sup>13</sup> The UNICEF funding appeal for 2020 scaled requests down to about USD 19.85 million, with 33 per cent earmarked for child protection, 29 per cent for education, 21 per cent for WASH and 12 per cent for health.<sup>14</sup> As of March 2020, there was a funding gap of 79 per cent for the 2020 HAC appeal.<sup>15</sup>
19. To enable the delivery of the increased programming, UNICEF expanded to 58 staff (a 46 per cent increase) in 2019. However, with the escalation of armed conflict in April, UNICEF reduced the presence of international staff in Tripoli. UNICEF Tunisia hosted the Libya Country Office as a temporary measure. By the end of 2019, five UNICEF national staff members were displaced from their homes. UNICEF decided to vacate all units in the temporary office premises by February 2020 because of on-going security concerns and high-cost implications. Following an attack on United Nations personnel in Benghazi, which killed three United Nations staff members, UNICEF and other United Nations agencies reduced their presence in Benghazi to around 62 staff, including 21 international staff, under flexible work arrangements.
20. During 2019, UNICEF strengthened its comprehensive approach to partnership building with key ministries, municipal councils, civil society organisations, United Nations agencies and donors. During the first quarter of 2019, UNICEF developed ten sectoral Annual Work Plans with its government counterparts<sup>16</sup> as the foundation for implementing its Country Programme. UNICEF partnered with 14 national organisations<sup>17</sup> and worked closely with the United Nations Support Mission in Libya (UNSMIL), the Office of the Resident Coordinator and all United Nations agencies.
21. UNICEF has strengthened many of its monitoring, coordination, and implementation mechanisms to adapt to the current context. UNICEF continued to develop the Harmonized Approach to Cash Transfer (HACT) framework. In 2019, UNICEF undertook 19 micro-assessments (including annual assurance activities and programmatic visits) and 16 spot-checks. Moreover, UNICEF contracted third-party monitors to monitor programme delivery in areas that were hard for UNICEF staff to reach. Two

<sup>13</sup> UNICEF, “Libya Humanitarian Action for Children Appeal,” 2020, [www.unicef.org/appeals/files/2020-HAC-Libya-revised-3.30.pdf](http://www.unicef.org/appeals/files/2020-HAC-Libya-revised-3.30.pdf); UNICEF Libya Country Office, “Libya Humanitarian Situation Report, 1 October-31 December 2019,” 31 December 2019, <https://reliefweb.int/report/libya/unicef-libya-humanitarian-situation-report-october-december-2019>.

<sup>14</sup> UNICEF, “Libya Humanitarian Action for Children Appeal,” 2020, <https://www.unicef.org/appeals/files/2020-HAC-Libya-revised-3.30.pdf>.

<sup>15</sup> UNICEF Libya Country Office, “Humanitarian Situation Report No.1, January-March 2020,” 31 March 2020, [https://reliefweb.int/sites/reliefweb.int/files/resources/Microsoft\\_per\\_cent20Word\\_per\\_cent20- per\\_cent20Libya\\_per\\_cent20SitRep\\_per\\_cent20Q1\\_per\\_cent202020.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/Microsoft_per_cent20Word_per_cent20- per_cent20Libya_per_cent20SitRep_per_cent20Q1_per_cent202020.pdf)

<sup>16</sup> Ministry of Social Affairs, Ministry of Interior, High Commission for Children, Ministry of Education, Ministry of Local Government, Authority of Youth and Sports, Authority of Water and Wastewater, three directorates of Ministry of Health.

<sup>17</sup> Afraq Foundation for Rights and Development, Al Mobadr Organisation for Development and Capacity Building, Al Nahla Organisation for Education Awareness and Family Affairs, Altadamon for Rehabilitation and Psychosocial support, Breezes Libya, Ekraa Assembly for Development and Education, EMDAD Charity Society, Essafa Centre for Mental Health, Free Field Foundation, Insan for Charity and Development, Libyan Society for National Reconciliation Charity Work, Noor Al Hayat Charity Association, Scouts and Guides Hay Alandalus Troop, Shaik Tahir Azzaawi Charity Organisation). UNICEF also partnered with 6 international organisations, namely the Agence d’aide à la Coopération Technique et au Développement, CESVI Cooperazione e Sviluppo, Institute for Economics and Peace, International Rescue Committee, Intersos, and the Norwegian Refugee Council.

programme evaluations were initiated in 2019, and the European Union Trust Fund (EUTF) evaluation was completed in 2020.

22. The geographic scope of the Country Programme covers the entire country or 99 municipalities<sup>18</sup>. For the Stabilization program, described above, UNICEF targeted 24 municipalities, with nine in the southwest central areas and including highly populated urban areas.

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## 2 The Evaluation Rationale, Purpose, Objectives, Scope and Users

23. The UNICEF Libya Country Programme (2019-2020) evaluation follows the UNICEF 2018 evaluation policy. The evaluation has an accountability function and will provide impartial and independent evidence for the next programming cycle.
24. The general objective of the independent evaluation is to assess the degree to which the conceptual framework and strategies are relevant and effective, to contribute to a possible Mid-Term Review (in the event of the extension of the CPD) and to the new Country Programme Document.
25. The specific objectives of the evaluation are:
- To evaluate if the current Country Programme Strategy (including the humanitarian-development nexus approach) remains relevant and sufficiently flexible to respond to the emerging conflict dynamics and the possibility of a protracted conflict situation with fluctuations in the intensity of the conflict in different geographical locations;
  - To evaluate the programme implementation modalities for effectiveness to ensure that UNICEF is responding to the most pressing needs of children and their families, targeting the most vulnerable children in the most affected locations.
  - To evaluate the operational modalities for effectiveness, particularly regarding operational flexibility, adaptability to the evolving context and the operational structure (geographical distribution, remote management modalities, allocation of human resources, etc).
26. The primary audience is the UNICEF Libya Country Office, especially senior management and staff (e.g., Programming, Monitoring and Evaluation, Planning, Operations) who will benefit from sufficient analytical evidence to acquire a better knowledge of the overall picture and results, to ultimately improve future strategic planning, programming and partnerships. The secondary audience includes mainly partners from government and the United Nations, development partners, implementing partners, NGOs, other civil society actors, as well as beneficiaries, children and young people concerned with the issues evaluated – especially those who are actively participating in the Country Programme. Other UNICEF staff, not directly covered by this evaluation, may be considered as a secondary audience.
27. The scope of the evaluation includes key results achieved and strategies applied within the current UNICEF Country Programme and HAC appeal, including programme implementation and management, crosscutting issues, cross-sectoral and multisectoral initiatives, as well as the nexus between development and humanitarian areas. The evaluation covers the period from January 2019

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<sup>18</sup> UNDP Libya Rapid Diagnostic of Local Governance 2015, pg.11 - Following the adoption of Law 59/2012, the Cabinet instituted the creation of 99 municipalities with Decree No. 180/2013 – 23 of them corresponding to capitals of the former *shaabiyat*. During 2013 and 2014, 85 municipal councils were effectively elected under supervision of the Central Committee for Municipal Council Elections. Where elections did not take place yet, ad hoc local councils, inherited from the revolution period in 2011 and selected by popular acclamation or through other non-official electoral processes, remained in place.

into May 2020 The geographic scope of the evaluation includes areas covered by the programme at the national and local levels.

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### 3 Evaluation Approach and Methodology

28. The evaluation largely follows the evaluation criteria<sup>19</sup> of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD). It covers the criteria of relevance, efficiency, effectiveness for developmental activities and connectedness from the humanitarian area. An additional criterion, comparative advantage and strategic positioning, has been added to address one of the points from the scope section of the Terms of Reference (ToRs), which requires the evaluation to “include a substantive reflection on the strategic direction of the UNICEF programme in the context of the current political tensions and renewed conflict”. The full list of questions is described in Annex 5: Evaluation criteria and questions.
29. The report closely follows the Revised Evaluation Policy of UNICEF (2018) which adheres to United Nations Evaluation Group (UNEG) norms and standards and takes into consideration the Global Evaluation Reports Oversight System (GEROS) standards of the UNICEF Quality Assurance process and its review template. The evaluation inception report was reviewed and approved by the Ethics Review Board.

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#### 3.1 Evaluation Approach

30. The Country Programme Evaluation (CPE) focuses on the key Country Programme outcomes and outputs, and progress is measured at the highest possible level of the results chain. The evaluation was conducted in a participatory manner, ensuring the involvement of a wide sample of key stakeholders, during all phases of the evaluation. The evaluation was human rights-based, gender-sensitive and equity-focused<sup>20</sup>.
31. The evaluation team used the following UNEG guidance: the 2010 UNEG Quality Checklist for Evaluation ToR and Inception Reports, the 2010 UNEG Quality Checklist for Evaluation Reports, the 2016 United Nations Evaluation Group (UNEG) Norms and Standards, and the 2017 UNICEF-Adapted UNEG Evaluation Report Standards, which provide guidelines for evaluators to assure quality in the preparation of evaluation reports.<sup>21</sup> More details regarding the evaluation approach are provided in Annex 4.

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#### 3.2 Evaluation Methodology

32. The evaluation used a mixed methods approach. Given travel restrictions imposed by the COVID-19 pandemic, the evaluators agreed with the Steering Committee that data collection would be desk-based. The evaluation methods used were thus carefully weighed against these constraints.

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<sup>19</sup> In keeping with the Terms of Reference for the evaluation, the OECD DAC criterion of sustainability was not included.

<sup>20</sup> The key guidance used was the 2014 UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation, which guides and promotes the integration of human rights and gender equality in evaluation practice, the 2012 UNICEF Guide on Evaluation for Equitable Development Results, and the 2011 UNICEF Guide on How to design and manage equity-focussed evaluations. The 2018 OHCHR Guidance on Human Rights-Based Approach to Data was useful with respect to data collection.

<sup>21</sup> The key material is on this page: <https://www.unicef.org/evaluation/resource>

Information was triangulated to improve the reliability of the findings and the relevance and ease of implementation of the recommendations.

33. The evidence to answer evaluation questions was collected through the desk review of key internal and external documents, with guidance provided by the regional office and the Country Office. The desk review included: available geospatial data, government surveys and other relevant information on the country, government strategies and policy documents, the UNSF documentation, the Humanitarian Response sitreps and reports, UNICEF programme documents, evaluations, Annual Reports, and monitoring reports. See Annex 2: List of background documentation and references.
34. The evaluation team collected primary qualitative data, e.g., opinions and recommendations from stakeholders using two main methods, key informant interviews and an online survey. Key informant (KI) interviews (74) provided a deeper understanding of UNICEF and provided the basis for recommendations. These qualitative and in-depth interviews were implemented for each programme component; ii) online survey tools were created to reach four sets of potential respondents: UNICEF staff, UNICEF implementing partners, other UNICEF partners and Development and Humanitarian Partners and donors. Stakeholders in the Libya Country Programme were reached through key informant interviews and an online survey. These are presented in Annex 1.
35. The information and data collected were, as far as possible, triangulated and validated – three or more sources of information were typically used to verify and substantiate a finding. For further details, see Annex 4.

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### 3.3 Ethical Considerations

36. The evaluation was subject to a formal process of ethics review. This review was conducted in accordance with relevant UNICEF guidance on ethical standards and in accordance with the UNEG Ethical Guidelines for Evaluation (see Annex 4).

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### 3.4 Limitations

37. Limitations that affected the evaluation are detailed in the table below and include security and access issues, data collection and analysis issues, and evaluation resources issues.

Evaluation Limitations	Mitigation Measures
<b>Security and access issues</b>	
The restrictions on travel due to the spread of COVID-19 prevented the evaluation team from visiting Tunis to conduct face-to-face interviews with programme stakeholders.	The evaluation data collection was conducted remotely by the evaluation team working from their home bases, using skype or other communication methods to conduct interviews and discussions on conclusions and recommendations. The interview guide was modified for the remote interviews.
The security and conflict situation in Libya prevented the inclusion of third-party data collection at the implementation sites due to sampling, validation and access issues. Thus, there has been no direct contact with primary duty bearers and rights holders.	The team relied on secondary data from documentation and primary data obtained from interviews with a wide range of stakeholders and an on-line survey. The interviews and survey include stakeholder opinions and recommendations.

Evaluation Limitations	Mitigation Measures
Access to areas of Libya, particularly the south and along the front lines in the Tripolitania region, was a major limitation to geographical coverage by the evaluation. There was also limited access to government counterparts and municipalities throughout Libya due to the security and political situation.	The team interviewed government ministry counterparts, municipal leaders, and other partners working in the areas with limited access (such as those with fixed offices or a limited presence in Tunis, or in Tripoli and Benghazi).
<b>Data collection and analysis issues</b>	
The theories of change developed in 2018 that support the Programme Strategy Notes may be outdated.	The team vetted the theories of change with interviewees and adapted them to fit changes that had occurred since they were developed.
There were data gaps regarding the population data and key indicators.	The team used mainly secondary data to fill in the data gaps where possible.
The degree to which UNICEF is reaching the most vulnerable and those most left behind may be difficult to evaluate.	The team relied on interviews, assessments and monitoring reports to describe these groups and their locations and assess the response of UNICEF in view of access issues and the contributions of other stakeholders.
Some UNICEF and programme staff were in hard-to-reach areas, such as Cyrenaica and the south.	The team conducted an online survey (see methodology) to capture opinions from UNICEF staff and partners to triangulate more sources of evidence.
Some key informants did not speak English	<p>An independent Arabic interpreter translated interview guides, informed consent and the on-line survey, providing simultaneous interpretation for some key informant interviews.</p> <p>The evaluation team coached the interpreter regarding standards and guidelines and interviewing skills and offered consistent support and feedback to reduce possible interpreter bias.</p>
Some of the available documentation did not include disaggregated data, especially on equity, disparities, etc., and in some areas of the country.	The team triangulated data to the extent possible with qualitative sources, such as interviews and meetings and the on-line survey.
The evaluation of impact and unintended effects was comprised by the limited data available in the current Country Programme (1 year of data)	The impact questions were dropped in agreement with the evaluation manager and the unintended effects question was placed in the effectiveness criterion.
<b>Evaluation resources issues</b>	
A large amount of documentation data had to be analysed both in terms of basic services and the cross-sectoral results framework (over 300 documents).	The three evaluation team members, together with the policy analyst, divided the secondary data collection and shared their findings and analysis, with a reliance on prioritization and sampling of secondary data as much as possible.
There was a very large number of stakeholders to reach through remote interviews and online survey.	The three team members, together with the policy analyst, divided the primary data collection while acknowledging the cross-sectoral programme design and results matrix, and relying on sampling.
The evacuation of international UNICEF staff from Libya, heavy work pressures on all staff, and rotations of international staff in and out of Libya, made regular contact with key staff difficult during the evaluation.	The evaluation team contacted staff only as needed for key informant interviews, and timed virtual

Evaluation Limitations	Mitigation Measures
	communications as much as possible to respect the work schedules of staff.
Dropping of the in-Libya data collection by a third-party team presented the risk of weak evidence (primary data) from duty-bearers and rights holders	The team relied on secondary data obtained through the RAM and other monitoring documentation from UNICEF and other agencies, as well as primary data from stakeholder interviews conducted virtually.
Only one year of the Country Programme had been completed toward the intended results of two years	Comparative advantage and strategic positioning criterion were added to the evaluation questions.
Delays affected the timeframe of the evaluation	Despite the challenges (internal and external to the evaluation team) that affected the timeframe of the evaluation, the current version of the report addresses recent developments in the country. The support of UNICEF regional and country offices to support this effort is gratefully acknowledged.



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## 4 Evaluation Findings

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### 4.1 Relevance

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#### 4.1.1 Relevance of the Country Programme to Priority Needs

38. The 2019-2020 Country Programme was grounded on general and sector-specific assessments and analysis, including consultations with government counterparts at all levels. In particular, the *Situation Analysis on Women and Children in Libya* (February 2018)<sup>22</sup> commissioned by UNICEF, describes major causes and drivers of child rights shortfalls and inequities. The findings of this analysis are largely still pertinent. The overarching recommendation of the situation analysis is to support the Libyan government in realising children's rights while continuing to provide assistance to meet the urgent humanitarian needs. In essence, the report suggests that since development and humanitarian needs are inextricably interwoven in the context of Libya, UNICEF assistance should address both levels.
39. The Country Programme was built on the complementarity and continuum between a service delivery / emergency assistance perspective and an environment building / system support developmental perspective. The Country Programme provided a consistent framework for integrating Humanitarian Action for Children (HAC) objectives and results and linked humanitarian action with developmental needs in a nexus logic.<sup>23</sup> The Country Programme Document was also informed by the findings of the main interagency assessments (i.e., the Joint Country Assessment 2017; the Humanitarian Response Plan 2018; the Multi-sector Needs Assessment<sup>24</sup>; and the OCHA Humanitarian Overview).
40. In addition to the Situation Analysis on Women and Children in Libya, other sector-specific analysis fed into the development of the Country Programme. These were:
- an assessment of water quality in Libyan schools was implemented in 2017, sampling 140 schools served by different water sources including well water, desalinated, and rainwater. The survey found that 67 per cent of the schools had a limited drinking water source and the vast majority had limited sanitation services. The average number of students to a functional toilet was 71 (compared to the Ministry of Education standards 25/1). Hygiene services were very inadequate and water quality testing indicated the presence of bacteria. This assessment led to the inclusion of rehabilitation of WASH in schools in the Country Programme;
  - the Service Availability and Readiness Assessment (SARA) survey carried out by WHO in 2016-2017 covered all public health facilities in Libya and determined that 17.5 per cent of hospitals were closed, and 20 per cent of public Primary Health Centres (PHCs) were non-functional. While the general readiness score for the provision of basic services by functioning hospitals was 69 per cent, the general readiness score for primary health care facilities was only 45 per cent, indicating that the capacity to provide basic health services in these facilities was severely constrained. Over one-third of municipalities could not provide child health care to their constituents. Based on this assessment, WHO developed a country cooperation strategy with four pillars, to which UNICEF contributes through the Country Programme, with

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<sup>22</sup> Johanna Maula, Situation Analysis on Women and Children in Libya, February 2018, supported mainly by UNICEF CO and RO with contributions from other agencies.

<sup>23</sup> This section is informed by the Country Programme Document, 2013-2014, the Country Office Annual Report, 2019, the UNICEF HAC website, and UNICEF Country Office website, as well as situation reports.  
[www.unicef.org/appeals/libya.html](http://www.unicef.org/appeals/libya.html)

<sup>24</sup> UNFPA, UNHCR, WFP, UNICEF, 'Libyan Household Multi-sectoral Survey Needs Assessment', unpublished, 2017.

- the development of the District Health Information System (DHIS) and by strengthening the PHC system in 24 municipalities;<sup>25</sup>
- three assessments were carried out for education: the REACH Multi Sector Needs Assessment 2018; the NRC Education Assessment in Tripoli 2017; and K4D Girls' Educational Needs in Libya 2018. These were all conducted in coordination with the Tripoli-based Ministry of Education<sup>26</sup>;
  - the Violence Against Children (VAC) study was carried out in 2017, although it was not published;
  - the development of the Child Protection strategy was informed by studies commissioned by UNICEF<sup>27</sup> such as the UNICEF Legislative Analysis of Child Protection in Libya; "Child Well-Being in Libya A Multidimensional Poverty Analysis using PAPPAM 2014"; 'Study on Violence against Children in Libya; Mapping and Assessment of Family and Child Protection Units; IMPACT Solitary Journeys of Unaccompanied and Asylum Seeking Children; CORAM international technical assistance to support the strengthening of the child justice system - Desk Review 2018; and CESVI Education and Child Protection Assessment of Mixed Migrant Communities in Tripoli and Misrata.
41. Drawing on these assessments, UNICEF built a strong cross-sectoral strategy in its Country Programme, while at the same time noting the sector-specific strategies and linkages with sector-specific stakeholders in the government and other organizations. The original CPD planning included a dedicated cross-sectoral budget line with support for intersectoral monitoring. The cross-sectoral aspect of planning highlighted UNICEF global guidance as reflected in the UNICEF Strategic Plan 2018-2021.<sup>28</sup>

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#### 4.1.2 Addressing the Needs

42. The UNICEF programme has largely remained relevant in terms of the sectors and targeted populations. The rapidly evolving context, challenges in access and the difficult political situation in different parts of the country have often constrained the possibility to address the most acute needs. This has also affected capacity for assessments and evidence generation, as well as the reliability of data collected.
43. An example of that is the access to the south of the country. Access was limited by a number of factors, including insecurity, lawlessness, long distances between municipality centres and high costs of transportation. This made it more difficult to access the most vulnerable. In 2019, UNICEF made plans to further strengthen its presence in the east and increase its footprint in the south as a way of improving the provision of humanitarian assistance. UNICEF also made efforts to advance the geographical focus of education programming toward the east during ongoing conflict. However, coverage of the south of the country, particularly the southeast, remained insufficient.<sup>29</sup>

[https://apps.who.int/iris/bitstream/handle/10665/136912/ccsbrief\\_lby\\_en.pdf;jsessionid=C2048CA6566AB613BA0868B91CF6B46C?sequence=1](https://apps.who.int/iris/bitstream/handle/10665/136912/ccsbrief_lby_en.pdf;jsessionid=C2048CA6566AB613BA0868B91CF6B46C?sequence=1)

<sup>26</sup> KII and Document review (UNICEF Country Office Annual Report 2018; MoE UNICEF Towards a Strategy for Teacher Development in Libya (English Vol 1) 2017 updated)

<sup>27</sup> UNICEF Legislative Analysis of Child Protection in Libya (draft) 2013; Karpati, Julia, Marina Tucktuck, Chris de Neubourg (January 2018) "Child Well-Being in Libya: A Multidimensional Poverty Analysis using PAPPAM 2014" Social Policy Research Institute (draft); CORAM International (2017) 'Study on Violence against Children in Libya' Unpublished; UNICEF SitAn 2018; IMPACT Solitary Journeys of UASC December 2018; CORAM International Technical assistance to support the strengthening of the child justice system - Desk Review 2018

<sup>28</sup> UNICEF Strategic Plan, 2018-2021.

<sup>29</sup> HNO 2019 and 2020; UNICEF coverage infographics 2019 and 2020

44. As noted in the HNO, the geographic focus of the strategic sectors was not fully aligned with the severity of needs as identified in 2019 or in 2020. However, the HNO noted that other assistance actors may have covered some of the needs<sup>30</sup> in the main sectors:

- **Health and Nutrition:** As of late 2019, the distribution of humanitarian assistance and operational presence was disproportional, focusing on the Tripoli area. Other districts and municipalities were not covered by humanitarian health services for various reasons, including security, lack of funding, and poor prioritization. Nonetheless, the health needs in those areas were well-recognized.<sup>31</sup>
- **Education:** Responses in the education sector were concentrated in the west (Tripoli, Almagreb, Sirt, Zwara, Azzawiya, Al Jabal Al Gharbi and Misrata mantikas), the east (Benghazi, Derna, AlKufra and Ejdabia) and the south (Sabha, Ubari and Murzuq mantikas). As noted in the HNO maps, the geographic focus was not fully aligned with the severity of education needs as identified in the 2019 and 2020 HNO.

Figure 2 Education needs

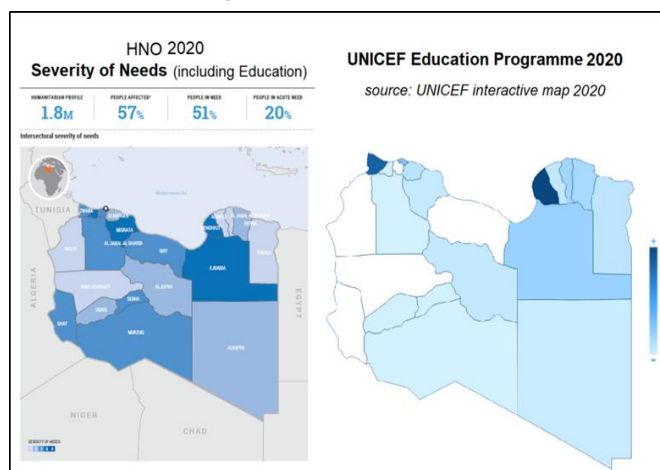
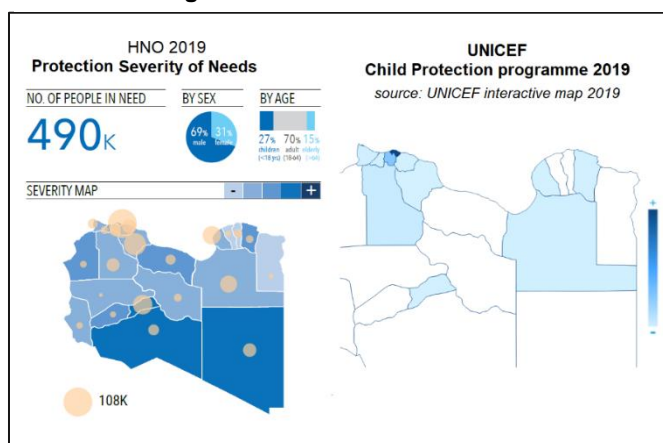


Figure 3 Child Protection needs



the west (Benghazi, Tobruk and Ejdabia) as result of the escalating conflict in April and August 2019.

45. The EU “Stabilization Programme” was topped up in 2020 by 4 million Euros, enabling UNICEF to increase targeting of the south and east and to move from service delivery / emergency to gradual capacity building. The Stabilization programme acted as a catalyst to focus on 24 municipalities located along migration routes throughout Libya<sup>32</sup>. Discussions were held with mayors; assessment missions

<sup>30</sup> See indicative HNO maps and UNICEF programme coverage maps

<sup>31</sup> Health Sector Coordination Libya, Functional Review, November 2019, PowerPoint presentation

<sup>32</sup> Janzur, Sabratha, Sorma, Zawya and Maya on the western littoral; Khoms, Misrata and Garabulli on the central littoral; Benghazi, Bayda, Ajdabija, Emsaed, Tobruk and Kufra in the east; Sebha, Brak al Shati, Murzuk, Quatrum, Ghat and Tahala in the southwest; Bani Walid, Showerif and Zintan in the central area.

<https://ec.europa.eu/trustfundforafrica/sites/eutf/files/t05-eutf-noa-ly-05.pdf>

were carried out to verify needs and to ensure an effective response. The inception period was extended to ensure agreement on inputs by all parties.

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#### 4.1.3 Alignment with Stakeholders

46. The Country Programme was developed in coordination with partner United Nations agencies, under the framework of the United Nations Strategic Framework (UNSF) for Libya (2019-2020, extended to 2021). The strategic areas are aligned to the Sustainable Development Goals (SDGs). The Education Strategy contributes to the realization of SDG 4<sup>33</sup> and SDG 16<sup>34</sup>, the Child Protection strategy to SDG 16; WASH strategy to SDG 6, and Health strategy to SDG 3. The UNICEF Country Programme shares indicators with the UNSF; UNICEF contributes bi-annually to the update of the relevant UNSF indicators. The Country Programme is strongly aligned with UNSF 2019-2020, the SDGs, and the humanitarian, development and peace nexus framework.
47. The contribution of UNICEF to the Interagency Humanitarian Response Plan is defined by HAC 2019 and HAC 2020. In 2020, UNICEF led the establishment of an inter-agency Rapid Response Mechanism for sudden-onset emergencies and for delivering assistance in hard-to-reach areas.
48. The sectoral strategies were aligned to Libyan government strategies / the ministerial strategic documents. In 2019, UNICEF developed ten Annual Work Plans with government counterparts, a remarkable achievement in a context of fragmented governance. Government strategies in many cases are outdated, have not been fully implemented, or are missing altogether such as a youth development strategy. Thus, the agreements also represent joint strategic direction for the ministries in working with UNICEF, partners and donors. Humanitarian assistance is delivered in partnership with line ministries, municipalities, and NGOs.
49. **Water and Sanitation:** At the national level, UNICEF partners with the General Water Resources Authority (GWRA), including the institutions charged with the provision of water and the management of sewage that work under its umbrella (i.e. the Great Man-Made River Project including the Great Man-made River Authority and the Utilization Authority, the General Company for Water and Wastewater; and the General Company for Water Desalination). UNICEF works closely with the Ministry of Planning and with the National Centre for Disease Control (NCDC), particularly regarding water quality.
50. **Health and Nutrition:** Since 2012, the efforts of the Government of Libya aimed to improve equitable access and the quality of health services as well as access to psychosocial support and protection of vulnerable groups, such as children and internally displaced persons. Different health policies were reviewed/developed prior to the adoption of the National Reproductive, Maternal, Newborn, Child and Adolescent Health Strategy in 2018, with the support of WHO, UNICEF and UNFPA.
51. **Education:** The UNICEF education strategy is based on inputs and discussion with the Ministry of Education<sup>35</sup>. However, alignment in the education sector is more limited and the recommendation from the *Situation Analysis on Women and Children in Libya* (February 2018)<sup>36</sup> to develop an inclusive education sector policy has made little progress.

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<sup>33</sup> Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

<sup>34</sup> Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

<sup>35</sup> KII; UNICEF Country Office Annual Report 2018; MoE UNICEF Towards a Strategy for Teacher Development in Libya (English Vol 1) 2017 updated

<sup>36</sup> Johanna Maula, *Situation Analysis on Women and Children in Libya*, February 2018, supported mainly by UNICEF CO and RO with contributions from other agencies.

52. **Adolescents and Youth** (intersecting Child Protection and Education). The draft national Youth Strategy supported by UNICEF, “Towards Resilience and Social Inclusion of Adolescents and Young People in Libya”, has not yet been passed by the government.
53. **Child Protection** The UNICEF child protection strategy is consistent with the government’s strategic priorities for children, and those of the line ministries and other institutions taking part in the National Action Plan to End All Violence against Children in Libya (Ministry of Social Affairs, Ministry of Justice, Ministry of Interior, Ministry of Education, Ministry of Labour, Ministry of Health, Ministry of Planning, Ministry of Media and Culture, Ministry of Religious Affairs, High Judicial Institute and Higher Council for Children).
54. The “Stabilization” programme went through a long inception process in order to consult with government ministries and to identify needs of the 24 municipalities.<sup>37</sup> For education and health activities, UNICEF coordinated closely with respective line ministries. Following an agreement with line ministries and technical partners on activities to be implemented, UNICEF with AICS and UNDP presented the activities for each municipality to the Ministry of Local Governance for technical review. There were three related steps: 1) a Steering Committee meeting on 25 June 2019 led by the Ministry of Local Governance to decide on all actions to be implemented in the targeted municipalities; 2) support from UNICEF for seven boreholes in flood-affected communities in Ghat; 3) agreement between UNICEF and the Ministry of Education on an education package and agreement between UNICEF and the Ministry of Health on a health package. For WASH activities, the “Stabilization” programme supported high level water management strategies<sup>38</sup>, mostly created before the conflict, in the 24 targeted municipalities. In March 2019, mayors of the municipalities endorsed both UNICEF-UNDP’s WASH work plan and the list of supplies to be procured which were also vetted with the General Company of Water and Wastewater (GCWW).<sup>39</sup> The General Authority for Water and Wastewater was later included in planning discussions. The Stabilization programme involved the Ministry in gaining agreement but the third-party implementer (Expertise France) did not always consult the Ministry of Youth and Sports and the Ministry of Education regarding programme decisions.
55. The local (i.e. Libya-based organizations) and international implementing partners of UNICEF were selected on the basis of their areas of expertise and experience, as well as their compatibility with UNICEF partnership guidance, thus ensuring, in principle, strategic alignment. However, planning discussions with UNICEF were largely based on implementation details rather than jointly determined objectives of the humanitarian strategy. Organizations with greater access than UNICEF to beneficiaries note that the relevance of UNICEF interventions could be further strengthened through joint planning and consideration of their experience in addressing technical and cultural challenges.

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#### 4.1.4 Responsiveness to Changes

56. The rapidly evolving situation in Libya required the Country Office to continuously adapt to emerging challenges and changing circumstances, and to capitalize on opportunities. UNICEF leveraged its coordination role in the WASH and education sectors, and the child protection sub-sector (and its support

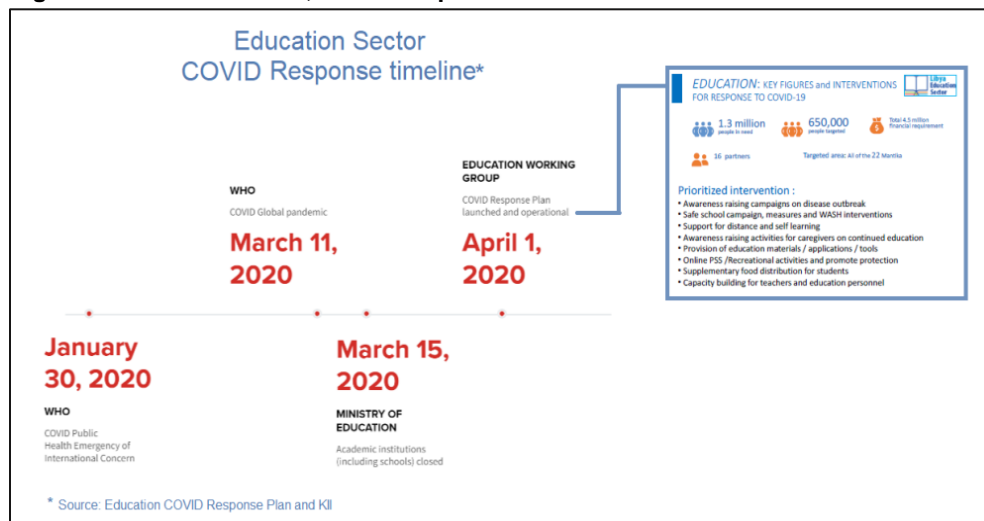
<sup>37</sup> Sources: Recovery, Stability, and Socio-economic Development in Libya, Inception Report (July 2019), Annual report (October 2019),

<sup>38</sup> The National Strategy for Integrated Water Resources Management (2000-2025) is the main guide on water management in Libya. It was formulated in 1999 and approved in May 2005 with the aim to stop water deficits and water quality deterioration in order to set a base for sustainable development. This led to the National Program for Water Supply and Sanitation, aiming to provide access to safe water supply and sanitation to all Libyans through identification of all communities in need of reticulated systems, enhancement or upgrade of such systems. The National Strategy for Sustainable Development was formulated in 2008

<sup>39</sup> Stabilization Result 1-(Water and Sanitation): Minimum of 130,000 people including 48,000 children and up to 190,000 children including 75,000 children will be targeted; (gender, age and migration status disaggregated):

for scaling up the nutrition working group within the health sector) to address changing needs through joint assessments and analysis, and fostering agreement on shared priorities. For example, as the Education Working Group lead<sup>40</sup>, UNICEF facilitated timely rebalancing of the education programme towards emergency needs as they arose (second half of 2019 and COVID response in 2020).

**Figure 4 Education sector, COVID response timeline**



57. Other examples of response to contextual changes, including political developments and increased armed conflict, include the following:

- Providing child, maternal and neo-natal supplies and medicines to primary health care facilities in Q4 2019, supporting conflict-affected or displaced persons in western and southern Libya and benefitting over 42,000 people (e.g. Tripoli, Aljara, Msellata, Garrabolli, Tajoura and Murzuq).
- Providing ten health facilities sufficient supplies and medicines to support 36,500 conflict-affected people (far surpassing the original 2019 target) in response to increased violence in Western Libya and Murzuq which increased needs in health facilities.
- Distributing refrigerators to ensure the quality and capacity of cold chain vaccine maintenance in 37 municipalities in the east, west and south.<sup>41</sup>
- Providing emergency nutrition services to vulnerable children and pregnant and lactating women in ten detention centres in western Libya as well as the Gathering and Departure Facility in Tripoli - 800 children (aged 6 to 59 months) received life-saving nutrition services and screening, while almost 3,700 children and pregnant and lactating women received micronutrients and 70 malnourished detainees received Ready to Use Therapeutic Food.
- Supporting catch-up classes after the suspension of the school year in April 2019, support to MoE to conduct exams in July 2019<sup>42</sup> and the Joint Education Needs Assessment in October 2019.
- Scaling up Psychosocial Support beyond the Bayti centres in schools, thanks to the synergies with the education programme<sup>43</sup>.

<sup>40</sup> Dedicated HR were deployed (WG Coordinator full time and part time IM Officer)

<sup>41</sup> UNICEF Libya Humanitarian Situation Report, October to December 2019

<sup>42</sup> Since April 2019, 500,000 children have experienced disruptions to their education in western Libya – HAC 2020 In response to that UNICEF increase its effort on NFE through Bayti centres, capacity development on EiE for teachers and other educational personnel and supported MoE to conduct exams for the 2018-2019 school year.

<sup>43</sup> On 8 May 2019, the MoE granted UNICEF permission to use 24 school yards for recreational and psychosocial activities in response to the increasing needs resulting from the Tripoli emergency crisis. In these locations, UNICEF

- Placing more priority on the GBV response, even though GBV was not identified as a core priority in the Country Programme and in the Child Protection Programme Strategy Notes, through Bayti centres and establishing Safe Girls Spaces to provide GBV prevention and response services<sup>44</sup>.
- With the arrival of COVID in Libya, rebranding and modification of previously planned interventions, especially in WASH, with enhanced communication on viral spread. The timely development of the COVID response plan within the Education Working Group led by UNICEF is an example of the relevance and efficiency of the approaches.
- The onset of increased conflict in 2019 was met with stronger resource mobilization efforts, followed by two adjustments in the Budget Ceiling
- A report published in March of 2019 by Médecins Sans Frontières, described the nutrition situation for 300 detained migrants located in a detention centre (DC) in Sabaa, with uneven access to medical and humanitarian support. Sabaa DC was one of seven DCs at the time, with one third of its inhabitants under the age of 18. Nutrition monitoring by MSF found increasing levels of severe and moderate acute malnutrition, with 24 per cent of migrants underweight. UNICEF responded through distribution of high energy biscuits and advocacy with government for improved nutrition conditions.
- Activation of the informal Monitoring and Reporting Mechanism<sup>45</sup> (MRM) on grave violations <sup>46</sup> in April 2019, following escalation of the conflict in late 2018<sup>47</sup> when the Country Programme was already approved by the Executive Board. In response to the escalating violence and continued violations of the International Humanitarian Law and Human Rights Law, UNICEF decided in January 2019 to activate the MRM on the six grave violations. To this end, UNICEF first undertook a feasibility study, risk analysis and mapping of key stakeholders. A Child Rights Network of 80 Civil Society Organisations (CSOs) was established and specialized training was provided to 25 child rights monitors, 55 government officials, national NGOs and child protection sector partners. An informal MRM was initially activated in April 2019. UNICEF monitors and verifies cases and information gathered through the Child Rights Network, UNHCR Protection database, International Organisation for Migration (IOM) Displacement Tracking Matrix (DTM) system, United Nations Mine Action Service (UNMAS) and the GBV Information Management System (GBV-IMS). Verified cases are referred through the child protection and GBV referral mechanisms and UNSMIL. In 2019, 113 cases of grave violations were verified. Voluntary quarterly reporting for the “Global Horizontal Note” (GHN) addressed to the Security Council and continued advocacy with UNCT, RC, member states, security council and ambassadors, resulted in the request from Special Representative of the Secretary-General for Children and Armed Conflict to meet with leadership of UNICEF, UNSMIL and the Deputy Special Representative of the Secretary-General to discuss grave violations in 2020.

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#### 4.1.5 Integration of Cross-Cutting issues

58. This section looks at the integration of cross-cutting issues, focusing on gender but including emergency preparedness and response, and children on the move. The evaluation found no evidence of gender

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provided capacity development for social workers from MoE, MOSA and MoH on basic psychosocial support concepts, including referral to specialized protection services as well as the use of recreational kits

<sup>44</sup> HAC 2020 targets 15,000 children and women accessing gender-based violence risk mitigation, prevention or response interventions

<sup>45</sup> The Monitoring and Reporting Mechanism (MRM) was established by Security Council Resolution 1612. Through this and subsequent related resolutions, UNICEF is mandated to support monitoring and reporting on grave child rights violations to the Security Council.

<sup>46</sup> Grave violations include killing and maiming of children; recruitment or use of children as soldiers; sexual violence against children; abduction of children; attacks against schools or hospitals; denial of humanitarian access for children.

<sup>47</sup> Battle of Tripoli (27<sup>th</sup> of August- 25<sup>th</sup> of September 2018). The indiscriminate attacks and shelling resulted in loss of many civilian lives including children, women, families and humanitarian workers. Thousands of civilians were trapped in conflict zone areas and were not given safe routes to evacuate the conflict areas; civilian infrastructure was targeted and humanitarian actors were denied access to the most vulnerable population. (*Libya Protection Sector Update on the Protection Situation in Tripoli 24 September 2018.pdf*)

analysis underpinning the Country Programme. Indicators were disaggregated by gender, and boys and girls took part equally in activities, but it is not clear how gender considerations were incorporated in the programming. Results of the on-line survey further suggested that adolescents and youth programming and gender were areas in need of improvements. However, some components of the programme did show timely responses to challenges as they were identified. For instance, increasing GBV risks were not initially included in the Country Programme, but the GBV aspects of the child protection programme were developed and outlined in the GBV action plan<sup>48</sup>.

59. Emergency preparedness and response, and children on the move are cross-cutting priorities for the sectors. For example, in the child protection programme the 28 target municipalities have been selected based on the high presence of children on the move and conflict-affected populations<sup>49</sup>. As such, in addition to targeted interventions (i.e., alternatives to detention and rehabilitation of children associated with armed groups) all child protection programmes target these vulnerable groups. The needs of younger children (0 to 6 years of age) receive less attention from the programme.
60. Child Rights are at the core of the child protection programming with an emphasis on building the capacity for reporting on the CRC for government and to develop shadow reports for civil society organisations<sup>50</sup>. Integration with humanitarian principles is specified in the 2019 and 2020 HAC and the joint Humanitarian Response Plans. The scope and geographic focus reflect and expand the priorities and targets set in the HRP 2019<sup>51</sup> to include host communities.
61. The Annual Management Plan March 2019 outlines strategies to achieve Priority Result #4: Emergency preparedness and the response capacity of partners were improved to provide lifesaving assistance to vulnerable children and to upgrade facilities. Relevance to the emergency context was strengthened by actions taken in 2019 to enhance preparedness, as well as by the examples mentioned below:<sup>52</sup>
  - Capacity building of line ministries in emergency preparedness and response essentials: an example is the National Action Plan to End All Violence against Children in Libya signed by the Ministry of Social Affairs, Ministry of Justice, Ministry of Interior, Ministry of Education, Ministry of Labour, Ministry of Health, Ministry of Planning, Ministry of Media and Culture, Ministry of Religious Affairs, High Judicial Institute and Higher Council for Children. The plan includes prevention and emergency response actions such as the Explosive Ordnance Risk Education, community awareness on violence against children and psychosocial support/psychological first aid and GBV mitigation and prevention.
  - Strengthen emergency response capacity: an example in health is facilitating the introduction of monovalent Oral Polio Vaccine (mOPV) cold chain logistics and vaccine management as part of preparedness plan for a polio outbreak. Additionally, UNICEF supported NCDC staff in attending the ToT training on Interpersonal Communication for Immunization and Behavioural Communication strategies for global epidemics.
  - Strengthen sector coordination for improved humanitarian programming in education, WASH, child protection, health, and nutrition

<sup>48</sup> UNICEF GBV Action Plan March 2019

<sup>49</sup> UNICEF Child Protection Programme Strategy Notes

<sup>50</sup> UNICEF Child Protection Programme Strategy Notes; UNICEF Libya Country Programme Document 2019-2020 – Output 2: enhancing the protective environment for children - Outcome 2.4: National systems for monitoring and reporting and responding to violations of the children’s rights are strengthened, including technical capacity, information management and referral.

<sup>51</sup> HRP 2019 targeted 71,000 most vulnerable school-aged children, both Libyan, and migrant and refugee children, especially those living in hard-to-reach and conflict-affected areas; HAC 2019 targeted 80,000 vulnerable children. This target is higher than the 2019 Humanitarian Response Plan projections because UNICEF targeted additional vulnerable populations from host communities.

<sup>52</sup> Outputs, Outcomes and Indicators Status by Region and Business Area, June 2020



- Establish a field office in Benghazi to expand presence throughout the country and to support the emergency response across the east of Libya. However, after the attack on United Nations personnel in August 2019, many staff were withdrawn from Benghazi.<sup>53</sup>
- Strengthen the presence in Sebha in accordance with humanitarian principles through the “Stabilization” programme.
- Scale up humanitarian programmes and response in hard-to-reach areas through selective partnership with LRC and other national NGOs – Partnerships with Libya Red Crescent, Emdad and Libyan Societies, among others, helped to reach areas and beneficiaries not easily accessible to UNICEF directly.
- Ensure that the minimum quantity of emergency supplies is pre-positioned and coordinated interagency RRM response is implemented - During 2019, UNICEF established a warehouse in Tripoli to support programme delivery and allowed UNICEF to preposition emergency supplies.
- Strengthen humanitarian situation monitoring, programme monitoring and feedback from the beneficiaries to improve, strengthen and make the programme more relevant.
- Preparedness and prevention are addressed throughout the child protection programme. Examples are the VAC NAP including prevention and response actions, the Explosive Ordnance Risk Education (also included in the Rapid Response Mechanism), community awareness on violence against children and psychosocial support / psychological first aid and GBV mitigation and prevention.

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#### 4.1.6 Relevance: Conclusions and Recommendations

62. **Conclusion 01:** The Country Programme has been found highly relevant to the priority needs of children in Libya. The Country Programme has taken available evidence into account, incorporating findings from assessments, both multi-agency and by UNICEF, of humanitarian and development needs in the five strategic areas. The reliability of the available evidence is not strong, but the Country Programme responds to this with a strong focus on evidence generation.
63. **Conclusion 02:** The Libya Country Office has demonstrated appropriate flexibility and initiative in responding to changes. Programme priorities, resources and interventions were reviewed when in-country needs increased, particularly in the humanitarian domain and from the perspective of the nexus logic. New challenges stemming from shifting conflict lines, the advent of COVID-19 and worsening economic indicators were addressed to the extent possible, given available resources and access constraints, through increases in service delivery and humanitarian / risk awareness interventions.
64. **Conclusion 03:** Alignment with government priorities, and UNICEF global and regional priorities was generally strong especially through the agreed work planning process. However, some sectors and activities were not always able to keep government counterparts informed. Implementing partners were chosen for their ability to deliver rather than on aligned strategic priorities.
65. **Conclusion 04:** Cross-sectoral approaches were planned but not always implemented in practice. Gender and adolescents and youth programming are areas where improvements are needed.
66. **Recommendation 01:** Strengthen programming to incorporate cross-cutting youth and gender themes more effectively. Undertake a gender assessment of all strategic areas and develop a cross-sectoral gender plan with partners; ensure that each sector addresses the situation of adolescents and youth relative to their developmental needs.

<sup>53</sup> <https://news.un.org/en/story/2019/08/1044111>

67. **Recommendation 02:** Promote greater strategic planning opportunities with implementing partners (national and international NGOs) to facilitate joint strategy and policy development. Elevate discussions, collaboration and coordination with implementing partners to a more strategic level, beyond the negotiation of implementation or the emergency strategies developed within the sector working groups. This will be the best way to utilize their access to beneficiaries and their experience in addressing technical and cultural challenges.

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## 4.2 Efficiency

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### 4.2.1 Programmatic Approaches

68. The Libya Country Programme uses integrated programming as evidenced by the fully cross-sectoral results and resources framework (RRF) which accompanies the CPD (2019-2020).<sup>54</sup> All of the outcomes and many of the outputs require inputs from more than one sector. This shift away from a sectoral approach requires substantive collaboration among sections during programme design, implementation and monitoring. To ensure smooth collaboration, chiefs of sections and relevant staff have developed an output-based cross-sectoral coordination plan that identifies: (a) the results owner; (b) the budget holder for each output; and (c) contributing sectors and the manner of their engagement in each activity. In 2019, the WASH and health and nutrition sectors were united under a Child Survival and Development section and Adolescents and Youth was incorporated into the Education section.
69. The Annual Work Plan (March 2019) describes Priority Programme #1: Improved basic service delivery (i.e. education, child protection, health, nutrition, and WASH) in 24 target municipalities through integrated programming using the convergence approach, including a focus on the second decade of life.<sup>55</sup> However, the implications of the integrated approach both at the municipality level and internally in the office had been underestimated. Reaching agreements with 24 municipalities on different areas of intervention took considerable time and effort, and required additional skills and responsibilities from staff as well as reorganizing the budgeting and reporting requirements.<sup>56</sup>
70. One of the key strategies to achieve integrated results included establishing and operating community centres (Bayti<sup>57</sup> centres) that provide multi-sectoral services, with a focus on the most vulnerable children. In practice, however, the potential for the Bayti approach was not fully used. Bayti centres have almost exclusively hosted child protection and non-formal education activities and more could be done to fully integrate other sectors into the model. Integration could be pursued through strengthening referrals to existing structures to provide, for example, health and nutrition services or through hosting ad hoc initiatives (e.g., health and nutrition screening, vaccination) as appropriate.
71. Another important approach employed in Libya is the Rapid Response Mechanism (RRM). In 2019, UNICEF spearheaded the establishment of this mechanism to respond to the needs of internally displaced persons and migrants affected by the conflict in and around Tripoli. In 2020, UNICEF planned to give priority to the integration of cash assistance under the RRM, to empower vulnerable households to prioritize assistance according to their needs. Implementation of the Harmonized Approach for Cash Transfer (HACT) was made a priority in 2019. The HACT Assurance Plan was adjusted to support the

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<sup>54</sup> Country Programme Management Plan, UNICEF, October 2018; Annual Management Plan, 2019

<sup>55</sup> UNICEF Libya Annual Management Plan, March 2019

<sup>56</sup> Outcomes/outputs and Indicator status by Region/Business Area as of June 2020: Significant progress has been made to improve staff compliance with mandatory trainings. Additionally, 46 per cent of staff received external training during 2019 (communication – 50 percent of staff, child protection – 75 per cent, Child survival and Development 85 per cent, education – 57 per cent, human resources 66.7 percent, ICT – 50 per cent, PM&E - 75 per cent, security – 25 per cent, supply – 66.6 per cent.)

<sup>57</sup> Bayti means “My home” in Arabic

implementation of the new Country Programme with 19 micro-assessments and 16 spot-checks that started in 2019. The HACT Assurance Plan was expected to be finalized in Q2 2020. During 2019, two capacity building events were held on the HACT essentials for staff and partners. Programme monitoring was done by third-party monitors – service providers using E-Tools.<sup>58</sup>

Emergency preparedness and response are integrated into all components of the programme and are the shared responsibility of all Country Office staff. While integrated programming in the Libya Country Office is progressive compared to other offices, there are mixed results. Themes that should be cross cutting such as gender and youth, have not received needed emphasis (as described in the previous section).

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#### 4.2.2 Advocacy and Communications

72. UNICEF interventions are aimed at strengthening the UNICEF brand, and building alliances and partnerships for change through public engagement by: i) positioning UNICEF social media accounts as a credible and reliable source frequently used by media outlets, ii) partnering with the private sector, iii) partnering with local implementing partners, i.e., scouts for child rights campaigns, the NCDC for anti-COVID-19 measures and Free Fields Foundation (3F) for explosive risk reduction education campaigns.
73. Significant growth in social media followership and engagement was achieved by publishing more than five multi-lingual posts on Facebook and Twitter per week and by committing to evidence-based information. A visibility analysis in different languages confirmed that people are more aware of the issues pertaining to children.
74. Communications were used as a strategy to promote behaviour changes related to achieving programmatic results. For example, WASH messages are distributed through schools and in communities (e.g., on health, hand washing, conserving water) often alongside improvements in the WASH systems that would improve the efficiency of those communications. Communications were also key in adapting the response to the COVID-19 pandemic. An example of that is the COVID-19 response plan developed with the Ministry of Education. UNICEF supported recording and broadcasting over 400 lessons in support of distance education during the time of school closures.
75. UNICEF promotes advocacy to raise awareness and increase knowledge regarding the challenges facing the government and society at both the national and regional level. Through robust regional advocacy efforts, the Libya Country Office and the Middle East and North Africa Regional Office (MENARO) called on all parties in conflicts in the region to end the six grave violations on children<sup>59</sup>, and emphasized the need for children to be at the centre of recovery, reconstruction and social cohesion programming.<sup>60</sup> Examples of advocacy efforts in Libya were: advocacy to support national resources to improve WASH systems and facilities, including support for a nationwide WASH survey, and creation of a nutrition unit in the NCDC to monitor and address issues of malnutrition. The latter resulted in a staffed nutrition office within the Ministry of Health (MOH). UNICEF also advocated with WHO and IOM, among others, and with government and municipalities for strengthening the extended immunization programme and the PHC system. Strong promotion for setting up the information systems needed to collect health, nutrition and education data on a regular basis moved development of the DHIS and EMIS to the rollout phase. On child protection, UNICEF continued its advocacy toward government for the purpose of ending violence against children, developing alternatives to detention for children in contact with the law, and establishing transitional centres for detained migrant children<sup>61</sup>. UNICEF also advocated for the activation of a formal

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<sup>58</sup> Ibid.

<sup>59</sup> Instrumental to this was the establishment of the Informal Monitoring and Reporting Mechanism in 2019

<sup>60</sup> MENARO Regional Office Annual Report, 2017

<sup>61</sup> These centres will hold children no longer than three months, during which long term solutions will be identified on a case-by-case basis and in accordance with their best interest by the Panel for Best Interest Determination (co-chaired

Monitoring and Reporting Mechanism and for release and reintegration of children associated with armed forces and armed groups.

76. The advocacy efforts of UNICEF also worked through the United Nations Country Team, and the sectoral working groups and global and regional advocacy initiatives. However, there was not a consistent child protection advocacy plan, nor was there a joint child protection advocacy strategy with the other United Nations agencies or at HCT. Although examples of joint advocacy and communication exist<sup>62</sup>, these seemed to be more reactive than proactive. In addition, joint advocacy was not discussed / planned in HCT meetings, which were described as operating more as venues to share information on each other's programming than as opportunities for joint strategies and advocacy. There was also a lack of coordinated advocacy strategy with international NGOs and within the Child Protection Working Group and Protection Sector.
77. Advocacy approaches were significantly strengthened (i.e., mentioned much more frequently) in the February 2020 Humanitarian Response Plan when compared to the 2019 Humanitarian Response Plan. UNICEF promoted more efficient advocacy efforts through coordination mechanisms: the Protection from Sexual Exploitation and Abuse (PSEA) Network members agreed on a mechanism, not yet in place, to address community-based complaints. Response monitoring will be regularly discussed by HCT and the Inter-Sector Coordination Group (ISCG) to identify if and where course correction or adjustments are required to the response. Response monitoring will also be used to inform partners, donors and other stakeholders, as well as to support advocacy efforts.<sup>63</sup>
78. There were long delays in UNICEF communications with donors and implementing partners. Examples include long response times to donor representatives who needed to submit regular updates to their governments, although this improved in the last part of 2019 when the Country Office clarified reporting dates, defined stricter reporting deadlines, and designated focal points and channels for donor representative communications. In the implementation of the COVID-19 response for Child Protection. Implementing partners faced periodic delays in getting answers to questions raised by their organizations and the communities where they work, which caused tensions in the relationships. The main reasons for these delays have been staff turnover and heavy administrative and contract management procedures.

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#### 4.2.3 Partnerships

79. In general, the capacity of government institutions to deliver quality services was weakened over the period of intense conflict. However, the staff with which UNICEF communicated on a regular basis were generally technical staff whose expertise would be considered valuable to a working administration. UNICEF work plans with government partners were monitored by both parties.
80. All ministries, however, reported intermittent engagement with UNICEF, with periods of intense joint work and periods of weak or no collaboration. The partnerships with the government contributed to progress toward the achievement of Country Programme outcomes, as described in the relevance and effectiveness sections. Some examples of the value of the partnerships are as follows:

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by IOM, UNHCR, and UNICEF). While UNICEF received approval to establish the first transitional centre from DCIM/MOI, it was still awaiting approval from municipalities, despite advocacy efforts including from the United Nations Humanitarian Coordinator and the EU Ambassador to Libya.

<sup>62</sup> Libya Protection Sector *Update on the Protection Situation in Tripoli 24 September 2018*; UNICEF UNMAS and LibMAC "Joint Statement Condemning the Use of Improvised Explosive Devices against Civilians" May 28, 2020; OCHA, UNHCR, UNICEF, UNFPA, WFP, WHO, IOM Joint Statement on Libya 13 May 2020

<sup>63</sup> Libya Humanitarian Response Plan 2020

- Partnership with the Ministry of Education resulted in the rollout of the EMIS, teacher training on Education in Emergencies, and Life Skills / Adolescent Education in partnership with the Arab Institute of Human Rights
  - The sharing of technical knowledge was beneficial, as reported by government stakeholders working on WASH.
  - The active involvement of the NCDC in the extended immunization programme helped to forge partnerships among the assistance actors, such as UNICEF, WHO and IOM.
  - The partnership with the Ministries of Education, Social Affairs and the Interior as well as the HCC helped in strengthening the technical capacities of the Child Protection Department.
  - The government (GNA) adopted a five-year National Action Plan to End All Violence against Children in Libya. It was endorsed by line ministries and other institutions (namely, Ministry of Social Affairs, Ministry of Justice, Ministry of Interior, Ministry of Education, Ministry of Labour, Ministry of Health, Ministry of Planning, Ministry of Media and Culture, Ministry of Religious Affairs, High Judicial Institute and Higher Council for Children). This is an essential step in addressing the significant child protection gap in Libya. The National Action Plan aims to fight violence against children by supporting the development of a coordinated and accountable child protection system in Libya, in line with Libya's international and regional human rights obligations and best practices.
81. Libyan civil society is recent (the older NGOs were created in 2011) and is aware of its limited capacity. There is an apparent disconnect between the approach to NGO partners in the emergency response and in the development component of the UNICEF programme. In the emergency response, partnerships focus on service delivery. UNICEF, however, made an effort to develop the technical capacities of these partners through technical training (e.g., on child protection, PSS, child-friendly teaching methodologies, MRE) either directly carried out by UNICEF or through international NGOs. UNICEF also built the capacity of national NGOs in contract management and monitoring. National partners, however, expressed the need of a structured approach to their capacity development that would also include building their capacity for strategic planning, management and fundraising. The advent of third-party monitoring further reduces the opportunity for coaching and on the job mentoring by UNICEF. These opportunities were highly valued and considered an extremely formative practice.
82. In the development component of the programme, capacity development of national NGOs aimed at developing the capacity for monitoring child rights and building the CRC shadow report. The process was more structured although still focussing only on technical capacities. INGOs were contracted to deliver services and support UNICEF with their technical expertise. Examples are the Norwegian Refugee Council (NRC) with their Non-Formal Education (NFE) package, INTERSOS with setting standards for the Bayti approach, and the International Rescue Committee (IRC) to support the setting up of GBV interventions. However, partnership with international NGOs seemed to suffer from limited joint strategic planning.
83. The INGO Forum further highlighted the need and opportunity for building synergies in a structured approach to developing capacity within Libyan civil society that would also improve the efficiency of UNICEF service delivery through partners. As part of the engagement with the private sector, UNICEF teamed up with a well-recognised retail chain in the field of optics in Libya to carry out comprehensive vision examinations on more than 30,000 students in schools and other child-centred facilities under the direct supervision of the National Centre for Disease Control and the School Health Department of MoE. UNICEF plans to run global campaigns and advocate for Generation Unlimited.<sup>64</sup>

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<sup>64</sup> Generation Unlimited (GenU) is a global multi-sector partnership to meet the urgent need for expanded education, training and employment opportunities for young people, aged 10 to 24, on an unprecedented scale.

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#### 4.2.4 Human Resources

84. The Country Programme Management Plan (CPMP, 2018) noted the importance of programme expansion. Reflecting both the deepening humanitarian crisis in Libya and the capacity gaps of the CO, the 2018 budget and human resource structure expanded considerably to ensure adequate technical expertise and capacity. As a result of capacity gaps, the programme expansion was initially focused on bringing in international staff. However, due to funding shortfalls and challenges in hiring, at the end of 2020 about a third of the positions were still vacant. About 80 per cent of staff members were funded through emergency funding. To address the challenge, the office hired a significant number of temporary staff and consultants.
85. The gaps resulted in significant challenges as, for example, the Chief of Child Protection was acting as Country Programme Working Group Coordinator, GBV Co-coordinator and PSEA Technical Working Group Coordinator. GBV expertise was also lacking in the sector. The use of temporary staff and consultants without full access to UNICEF internal systems limited their efficiency.
86. During the two-year period, the Country Office focused on building national staff capacity to allow for decreased international presence post-2020, with an objective of reaching a two to one ratio of national to international staff by the end of the period. This would minimize the access and language challenges in Libya. However, other significant challenges emerged, include the recruitment constraint that the lists of potential national staff are provided by the government, which may result in national staff without sufficient international and UNICEF institutional experience.
87. Another major challenge for efficient programme delivery is that the Country Office is a young office both in average age and organisational experience within UNICEF. Most staff have not been there for more than one year. While international staff get relocated, the national staff is expected to provide continuity over time. This creates an opportunity for capacity building, but several circumstances limit the effectiveness of face-to-face support and the ability of younger staff to benefit from the experience of more experienced International Professional staff. For WASH, national staff managing the sector may not be technically trained or experienced engineers, and strong expertise is needed to help navigate the complex WASH system in Libya and to provide technical support in coordination with government engineers.
88. There are also limitations to training female staff in Tunisia or other countries because of an unwritten rule that women cannot leave the country without a chaperone, and training in Tripoli carries security concerns. Moreover, training and relocation of local staff to Tunisia also poses challenges due to the impossibility of bringing family members. Thus, women are much less represented in events or training even though in-person training is valued more by participants than virtual training.
89. Other challenges include uncertainty about location, varying office spaces, and multiple office locations: Tripoli and the outpost office in Tunis as well as the United Nations Hub in Benghazi. Most implementing partners are located in Tunisia. This physical “separation” has weakened team cohesion.

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#### 4.2.5 Management and Operational Capacities

90. Contracting processes take over six months from the beginning of the negotiation of the proposal to the signature of the Programme Cooperation Agreements (PCAs) following UNICEF standard procedures for grant management, posing a challenge for emergency response. Delays in signing PCAs and releasing the funds have particularly constrained the implementation capacity of national NGOs that rely on UNICEF funding.
91. Bureaucratic processes and granting procedures created delays and confusion throughout 2019, with limited improvements in 2020. There were delays in replies, specifically concerning grants, and UNICEF

was slow to respond to agreements and signing projects, with some delays likely related to the bureaucracy in the United States or Jordan MENA office. There is a need to speed up project procedures and to continue to implement projects, taking into account the conditions of the partners. A main weakness of the partnership between IPs and UNICEF is the insufficient funds to meet the needs and expectations of the stakeholders, requiring stronger resource mobilization efforts.

92. The ongoing conflict posed a number of operational challenges. Multiple office locations, costly staff accommodation arrangements and constant staff movement back and forth between Tunisia and Libya resulted in much higher than planned operating costs. The factors that impact operating costs for the Libya Country Office were as follows: (a) the return of International Personnel to Libya significantly increased the cost of international professional staff as a result of the “E” duty station classification (4 week R&R cycle) and higher cost of accommodation due to limited security cleared options, and heavier logistical and administrative resources to adhere security requirements; (b) to ensure effective delivery of the expanded programs (particularly with regards to education, child protection, health and nutrition, and youth and adolescents), there was a significant increase in high quality technical staff; and (c) there was an expansion of the local staff base to support the expanded operation and to build capacity. The heavy investment in office infrastructure was necessary to support a larger presence in Libya and increased demand on logistical and administrative support (e.g., visas, travel, security restricted movement). Although the situation requires flexibility, the decision to push for the closure of the UNICEF Libya office in Tunisia in 2018 was not the best option. Given recent political developments in Libya, more options may be available in the near future, including relocating at least part of the operation within Libya.

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#### 4.2.6 Monitoring Systems

93. To enhance efficiency, the Libya Country Office uses eTools, an online platform that aims to strengthen management for results. The eTools platform simplifies office processes related to partnership management and programme monitoring. This helps UNICEF staff focus on achieving results in all programme contexts.<sup>65</sup> UNICEF Libya uses all eTool modules: i) Partnership Management, which serves as central repository for CSO partnerships; ii) Trip Management, which centralises staff monitoring activities related to implementing partners; iii) Third-Party Monitoring, which receives and manages data from third-party monitors; iv) Financial Assurance, which manages engagement activities with external auditors. checks and micro assessments, and shares progress and auditor reports with UNICEF. Through Dashboards, eTools brings together cross-cutting data from programmes into a set of analytical tools to help staff make programme management decisions.
94. In September 2019, Libya became one of the few country offices to launch a Partner Reporting Portal (PRP)<sup>66</sup>. The Programme Cooperation Agreements (PCA) are operationalised by signing Programme Document(s). In the case of a sudden onset or rapid deterioration of a humanitarian crisis, offices use the Humanitarian Programme Document to fast-track humanitarian response. For countries where eTools is mandatory, the programme document signed by both parties is managed in the Partnership Management Portal (PMP). Previously, instead of using a portal, partners sent documents weekly. Now, while there is still room for improvement, data is less scattered for implementing partners, and quarterly reports are provided.
95. In the framework of the CPD, to improve national information systems, UNICEF works with the Bureau of Statistics and Census, line ministries and subnational authorities to implement information management systems, potentially including innovative technologies that allow for rapid collection of information.

<sup>65</sup> <http://etoolsinfo.unicef.org/>

<sup>66</sup> What is the Partner Reporting Portal (PRP)? UNICEF.

96. UNICEF use an Information Management System (IMS) with which the Office defines how, when (or how often), where and by whom: data is collected, validated, stored and protected, reviewed and cleaned, analysed, where data/ information is reported/visualized, and where information is available to inform programming. Ultimately, the data will produce the numbers needed for the Logical Framework of any humanitarian or development programme. The system allows better follow up of programme progress; it support transparency and accountability, improving 'management for results' at all levels.
97. The LCO has decided to use the ActivityInfo software platform to improve data processing by UNICEF partners. This system directly processing their collected data into the UNICEF main database using specific, and customized forms. This way, the entire step of combining weekly reports, validating the data and re-processing it is eliminated. This system was in the development phase in 2020. Partners were kept informed on the IMS of progress in rolling out the new system in order to ensure their participation and buy-in.<sup>67</sup>
98. As noted in the CPD, equity-based monitoring of results tracks progress made by UNICEF in addressing bottlenecks, in the framework of the 2030 Agenda for Sustainable Development, particularly its pledge to "leave no one behind". The Country Programme results and resources framework and monitoring and evaluation plan serve as the overall framework for disaggregated monitoring of outcomes and will directly contribute to results under the UNSF. In the CPD, due to insecurity, UNICEF planned to continue using third-party monitoring to ensure that programmes reached the intended populations of boys and girls in hard-to-reach locations. Over the programme period, when and where feasible, UNICEF aimed at increasing the presence of UNICEF staff in programme locations. A total of 140 third-party visits were undertaken in 2019.
99. Monitoring programme results has been a key concern across the years. Heightened conflict and insecurity in Libya have long impeded UNICEF staff from undertaking regular field monitoring visits to programmes implemented by the partners<sup>68</sup>. Consequently, the Libya Country Office has, since 2016, engaged the services of third-party monitoring organizations to undertake field monitoring visits on its behalf, ensuring that programme monitoring is done in line with the HACT framework.
100. The third-party monitoring system has been established with varying degrees of success. In 2017 and 2018, the field monitoring activities of UNICEF were undertaken by an international NGO. In addition to the cost, there were, however, numerous problems encountered by both UNICEF and the NGO, including:
- High turnover in the management and staff of the NGO, thus requiring substantive investment in their capacity development and close follow up and implementation of HACT by UNICEF. This led to an untenable situation where the monitors were themselves being monitored.
  - The international NGO had limited access across Libya (particularly in the East and in conflict-affected areas) and therefore began subcontracting their monitoring activities to a local NGO - for example in Benghazi.
  - By the end of the PCA, and due to the departure of the latest director, there was poor management of the NGO, and a clear lack of responsiveness from them.

<sup>67</sup> LCO Information Management System – Plans for 2020, Yahia Elrayes, 20 September 2019

<sup>68</sup> Third-Party Programme Monitoring for Libya Country Office, Discussion Paper for CMT, 25 February 2020



101. To address the above issues, UNICEF changed the modality of third-party programme monitoring implementation from an NGO to a service provider<sup>69</sup> which addressed most of the access issues. However, the quality of monitoring, both in terms of reporting and capacity of the monitors to understand the essentials of humanitarian work, remained poor.
102. UNICEF then decided to use a mixed monitoring modality, with a programme team to manage independent monitors provided by a service provider. This modality retained the monitoring management responsibility within UNICEF. At the time of the evaluation, UNICEF was about to hire an international consultant specialized in programme monitoring to support the setting up of the monitoring team, review the existing monitoring tools, train the CTG consultants and the UNICEF Programme Associate, and provide oversight of the process for at least one month. This modality should allow UNICEF to make significant savings.
103. With respect to HACT, UNICEF follows the required procedure.<sup>70</sup> UNICEF also follows the procedure that establishes requirements for UNICEF country and regional offices implementing programme interventions through partnerships with Civil Society Organizations (CSOs).<sup>71</sup>
104. Midyear and annual reviews explored new opportunities and risks to ensure that the programme remains relevant to the evolving context. The reviews assessed progress in the framework of the humanitarian-development-peace nexus agenda. A continuous assessment of barriers and bottlenecks further informed adjustments to programme strategies.
105. Monitoring and accountability mechanisms were implemented to facilitate direct feedback from beneficiaries, including a youth accountability mechanism (to be developed with UNSMIL and other United Nations organizations), key informant interviews and focus group discussions. Monitoring results directly fed into programme learning and strategic realignment of activities and implementation strategies.

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#### 4.2.7 Efficiency: Conclusions and Recommendations

**Conclusion 05:** The Libya Country Office is taking steps to improve cost efficiency such as reduction of multiple office locations and making a greater investment in UNICEF national staff and implementing partner capacities. The recent developments of the political situation in Libya might allow for relocating at least part of the operation within Libya, thus contributing to cost efficiency.

**Conclusion 06:** Operational efficiency was mixed, due to the demanding context of the operations and the internal administrative requirements of UNICEF. The integrated approach proved to be challenging and required additional capacities and a redistribution of responsibilities.

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<sup>69</sup> UNICEF published an invitation to bid and selected ELKA, a Tunisian - Libyan company, through a competitive bidding process. The contract was worth US\$150,000 for 153 programmatic visits, 98 beneficiary feedback and 4 rapid assessments.

<sup>70</sup> UNICEF Procedure on Harmonized Approach to Cash Transfers to Implementing Partners, Document Number: FRG/PROCEDURE/2018/001, Effective Date: 1 August 2018; Harmonized Approach to Cash Transfers, Presentation, UNICEF, Mohamed Elmejrab, 8 January 2018. This procedure expands on the UNICEF Policy on Harmonized Approach to Cash Transfers to Implementing Partners by outlining operational requirements for the management of cash transfers in accordance with the 2014 UNDG Framework on the Harmonized Approach to Cash Transfers (the interagency HACT Framework).

<sup>71</sup> UNICEF Procedure for Country and Regional Office, CSO Implementing Partnerships, Document Number: FRG/PROCEDURE/2019/001, Effective Date: 15 February 2019, Issued by: Deputy Executive Director, Field Results Group.

**Conclusion 07:** The Bayti approach was efficient in reaching the most vulnerable children and could be further expanded to fully realise integrated services, through strengthening referrals to existing structures providing health and nutrition services or hosting ad hoc health and nutrition initiatives, e.g., screening, vaccination.

**Conclusion 08:** Programme monitoring remained a challenge despite efforts by UNICEF to address third-party monitoring issues and to follow up by revising implementation arrangements.

**Conclusion 09:** Advocacy and external communications were efficient approaches to draw attention to child protection issues and support health and nutrition services

**Recommendation 03:** Assess whether (a) the Bayti approach can be expanded to integrate health and nutrition services for migrant women, girls and boys; (b) a similar approach could be used to provide services to children by MoSA and other relevant ministries; and (c) similar approaches could be taken in building child hubs in schools.

**Recommendation 04:** Given recent political developments in Libya, reassess the possibility of relocating components of the operation within the country. This will mean revisiting the staffing structure, the share of national and international staff, the type of contracting, and the geographic location of the offices / hubs.

**Recommendation 05:** Keep track of the lessons learned and emerging good practices from the implementation of the various third-party monitoring arrangements used by UNICEF in humanitarian contexts, including in the other countries of the MENA region. Tracking successes and bottlenecks and following good practices developed elsewhere will increase the efficiency of the Libya Country Office.

**Recommendation 06:** Continue to advocate on critical child protection issues such as activation of the monitoring and reporting mechanism on grave violations, alternatives to detention for children in contact with law (including migrants), alternative care systems for UASC, release and reintegration for CAFAAG – including regional mechanisms for CAFAAG from abroad.

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## 4.3 Effectiveness

106. UNICEF provided humanitarian assistance during the period evaluated (2019-2020) as well as more limited development assistance. The following paragraphs present a summary of the progress made in the various sectors, also mentioning a sampling of the available process indicators.

Overall, the sectoral targets of the humanitarian assistance were broadly achieved. However, they fell significantly short of the overall needs identified. A more detailed description of the achievements is covered in the next section (4.4 Connectedness). Evidence generation has been challenging with nine out of 20 planned studies being on track.

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### 4.3.1 Sectoral Results

#### **Water, Sanitation and Hygiene (WASH)**

107. Implementation of WASH interventions for the period of 2019 contributed substantially to overall WASH sector responses as shown in the figure below.<sup>72</sup> Although the achievements are significant, many challenges were difficult to address in the context.

<sup>72</sup> Libya Consolidated Emergency Report, 2019, UNICEF March 2020.

**Table 1 WASH Sector Response**

	Overall needs	UNICEF and IPs		Sector Response	
		2019 Target	2019 Results*	2019 Target	Total Results
<b>WASH</b>					
# of people provided with the minimum quantity of safe drinking water in line with international standards	266,919	60,000	65,371	60,000	106,719
# of people with improved access to sanitation facilities	266,919	20,000	164,115 <sup>58</sup>	20,000	166,260
# of people received essential hygiene items and critical WASH-related information	266,919	30,000	41,696	30,000	57,423
# of children provided with improved WASH facilities in schools and health centers	126,688	20,000	19,400	20,000	20,586

108. Contributing to the realization of SDG 6 and the Humanitarian Response Plan for 2019, UNICEF strengthened national WASH systems and provided humanitarian support in response to needs. In support of service delivery, UNICEF provided water and sewage pumps and supplies, benefiting 48,000 people. Additionally, UNICEF and partners rehabilitated WASH facilities in three health clinics, benefiting 18,000 persons and reducing the risk of infectious disease. During 2019, UNICEF provided the most vulnerable children and their families with adequate, safe WASH assistance in Ghat, Sebha, Tripoli, Zintan, Ajdabia and Benghazi. UNICEF reached a total of 290,582 people with WASH assistance, including the provision of safe drinking water to 65,371 people against an annual target of 60,000, sanitation services to 184,115 people and hygiene promotion through hygiene kits distribution to 42,696 people (against an annual target of 30,000).<sup>73</sup>
109. Targets were surpassed largely as a result of the humanitarian response to displaced and conflict-affected populations. These interventions contributed significantly to the prevention of waterborne and skin diseases; for example, no notable disease outbreaks were reported during the period.
110. UNICEF supported timely activities to meet basic WASH needs in Detention Centres and temporary Collective Centres for internally displaced persons in the Greater Tripoli area. UNICEF rehabilitated WASH facilities in schools and health centres, contributing to a clean environment and a reduced risk of infectious diseases. To support system building, UNICEF provided five sewage pumps, five generators for wastewater treatment plants and eight water pumps (benefiting 48,000 people) in West Libya and Tripoli. Additionally, UNICEF worked on the first national assessment of water systems in Libya.<sup>74</sup>
111. For 2019-2020, UNICEF Outcome Indicator 1.a 'Proportion of the population using safe drinking water' and UNSF results indicator Output 3.2/Indicator 5: 'Number of people with sustained access to safe drinking water, through United Nations supported programs' were targeted at 70 per cent. A UNICEF and government assessment estimated that a baseline of 65 per cent of the population had access to safe water through the water network. Through the contribution of UNICEF and other stakeholders to WASH, the estimate rose to 66.5 per cent of the population by the end of 2019. The Libya REACH Joint Multi-sector Needs Assessment (October 2019)<sup>75</sup> indicated the percentage of households that did not have a sufficient quantity of drinking water to meet its daily needs at least once over the 30 days prior to data collection (a

<sup>73</sup> Country Office Annual Report, 2019; Updated numbers found in the UNICEF Libya Consolidated Emergency Report, 2019, UNICEF March 2020.

<sup>74</sup> Outcomes/Outputs and Indicator Status by Region/Business Area as of June 2020

<sup>75</sup> Libya REACH Joint Multi-sector Needs Assessment (October 2019) PowerPoint summary

slight change from 20 per cent in 2018 to 30 per cent in 2019 was recorded). The lack of greater progress may indicate deteriorating access to water due to the conflict, blockading of water flows to the Tripoli area during the fighting, maintenance issues and system failures. Overall, the limitations on the data in the conflict context include the possibility of both undercounting and overcounting.<sup>76</sup>

### Box 3 UNICEF WASH response to the South Libya Ghat floods in 2019

From 28 May till 6 June, 2019, a wave of heavy rainfall and thunderstorms hit the southwestern region of Ghat, causing flooding and damage in several locations of the region. The floods affected over 20,000 people with over 5,075 people displaced, many resorting to use of schools for temporary shelter. UNICEF with implementing partners Emdad and Libyan Society responded with timely assistance to the affected population. The partners helped in providing mobile water tanks and water vessels for affected families, and promoted good hygiene habits, including clean toilets. With UNICEF assistance, 3,014 people received safe drinking water and benefited from provision of water treatment tablets to prevent water-borne diseases. Additionally, in coordination with NCDC, UNICEF conducted fumigation (due to reports of Leishmaniasis) and a waste cleaning campaign as part of the response to the Ghat flood.

112. Based on planning carried out in 2019, in 2020 UNICEF supported WASH in 24 municipalities through the Stabilization programme and negotiations with municipal leaders in view of their expressed needs, and in partnership with the General Company and General Authority. Supplies and equipment provided with support of UNICEF were mostly imported from Europe, including generators, chlorine, water quality test kits, and wastewater pumps. The municipalities committed technical budgets for maintenance.
113. UNICEF contributed to an enabling environment for WASH through support for the first National Assessment of Water Systems in Libya that will serve as an important knowledge base for investment by the government and partners in water infrastructure development. The assessment was carried out by a consultancy firm and covered the entire water system and its major components. For both developmental and humanitarian purposes, this output should contribute significantly to understanding where investment is most needed to improve the supply of water as well as effective disposal of waste. It will increase knowledge for all stakeholders of the very complex system of WASH in Libya and should ultimately lead to improvement in the quality of WASH services.
114. A joint WASH assessment planned for May 2019 did not take place due to contextual issues. However, UNICEF conducted an assessment in nine Detention Centers (DCs) followed by minor rehabilitation to WASH services and distribution of hygiene kits and planned pre-positioning of supplies with the government. In preparation for implementing the “Stabilization” programme<sup>77</sup>, UNICEF and UNDP verified needs with targeted municipalities.

### Health<sup>78</sup>

115. As a result of the emerging humanitarian situation, including the conflict in Tripoli and Morzuq and flooding in Ghat, UNICEF drastically scaled up to provide lifesaving assistance to the most vulnerable. Most notably,

<sup>76</sup> Updated list of indicators, June 2020

<sup>77</sup> In 2018, UNICEF teamed with UNDP and Italian Agency for Development Cooperation (AICS) and the Ministry of Local Governance to implement a “Stabilization” programme (Recovery, Stability, and Socio-economic Development in Libya, 2018-2021) funded by the EUTF that represents approximately 10 million Euros over 3 years (2018-2021) for UNICEF out of a total budget of 50 million Euros.

<sup>78</sup> Sources: Outcomes/Outputs and Indicator Status by Region/Business Area as of June 2020, key informant interviews, May to June 2020; Health Sector Bulletins (2019 and 2020)

during 2019, UNICEF provided 460,501 children and adults with health care assistance, contributing significantly to cover health needs.

**Table 2 Health Sector Response**

	Overall needs	UNICEF and IPs		Sector Response	
		2019 Target	2019 Results*	2019 Target	Total Results
<b>Health</b>					
# of Children (girls and boys) vaccinated against vaccine-preventable diseases.		250,000	252,201		
# of people receiving a minimum package of health services through fixed or mobile facilities	553,704	21,750	460,501 <sup>56</sup>	393,000	278,519
Number of Newborns received essential lifesaving care		2,750	8,679 <sup>57</sup>		

116. The year 2019 was very productive for the immunization program. UNICEF, in coordination with WHO, contributed to strengthening the capacity of 700 immunization centres to conduct quality immunization sessions. An Annual Work Plan was developed with NCDC to strengthen cold chain support and inventory, to build the capacity of relevant staff, and to conduct awareness raising on the importance of childhood vaccination and quality assurance. Key achievements for 2019 include strengthening cold chain capacities in 240 health facilities, building the capacity of 90 vaccine supervisors on vaccine and cold chain management; and the initiation of a Nationwide Cold Chain inventory to ascertain the current status of the cold chain system in the country.
117. UNICEF supported capacity development for the immunization programme. The Health Sector Bulletin December 2019 featured an article on 'Cold Chain Logistic and Vaccine Management and Routine Immunization Microplanning Training of Trainers Workshop' coordinated with NCDC, MoH, UNICEF and WHO which targeted vaccine supervisors focusing on 90 draft district microplans. The vaccine supervisors use the D4A application to implement the Cold Chain inventory.
118. Not all trained trainers were able to share their knowledge due to skill and time restrictions. The training addressed some of the issues but to be more effective will need monitoring capacity at the municipal level to ensure procedures are followed. The overall effectiveness of the training model relies on post training mentoring for the trainees. The success of the model also requires access to the health facilities which is challenging in some areas such as the south, which is among the neediest of geographic areas. The long distances between facilities in the south is compounded by a shortage in fuel; initially the budget did not cover the fuel requirements for monitoring and delivery of supplies. The government could not provide support, so funds had to be obtained from donors.
119. As maintenance of the cold chain equipment (CCE) is critical to the efficacy of the vaccination. The CCE temperatures at health facilities and subcounty stores are manually tracked and recorded using the Fridge-tag 2 (FT2), a continuous temperature monitoring logger.<sup>79</sup> The tag is not regularly monitored by supervisors.

<sup>79</sup> <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6927831/>

WHO guidelines recommend storing vaccines between 2°C and 8°C at all levels of the cold chain because exposure to heat or cold outside that range can adversely affect the immunological properties of the vaccines and thus reduce

120. Regarding the availability and quality of vaccines, the NCDC oversees their supply, and receives management support from UNICEF, IOM and WHO. This needs to be coordinated between authorities in the west and east. A further challenge is the weak capacity to document numbers of children who need or are receiving vaccinations.
121. In 24 targeted municipalities, UNICEF implements a comprehensive maternal, newborn and child health care package in selected health facilities. The package includes capacity building, essential supplies, data management, health promotion and monitoring and WASH in health facilities. Additionally, lifesaving equipment is being provided to 670 health centres at different levels (nearly 50 per cent of all health centres in the country), jointly implemented with UNDP and the Italian Cooperation. In partnership with WHO, UNFPA and IOM (through CERF funding) a primary health care package was provided to 14 health facilities in the east, west and south (10 Primary Health and 4 Secondary Care General hospitals).
122. Delays in providing inputs were experienced by all partners due to contextual factors; more progress was made in 2020. A proportion of the health facilities (670 health centres which include hospitals and clinics) were upgraded according to pressing needs but complete rehabilitation took place only for WASH. For health centre rehabilitation, it was necessary to go through a bidding process which took time. The health authorities in Tripoli released the needed supplies, which only recently reached the health facilities. However, improved coordination between central authorities and municipal health administrators and district officers is required for accurate reporting and planning.
123. While UNICEF in collaboration with Ministry of Health and the World Food Programme (WFP) planned to implement the Standardized Monitoring and Assessment of Relief and Transitions (SMART) nutrition survey<sup>80</sup> in 2018, the survey could not be conducted due to a lack of a funding commitment from the Ministry of Health (MoH). Following a concept note of July 2019, UNICEF procured all the required instruments and anthropometric tools for data collection and signed an agreement with the international NGO Action Contre la Faim (ACF) to undertake training of Master Trainers. However, thus far, the conflict and security context has prevented the nationwide survey from taking place.

### **Nutrition**

124. The updated UNICEF nutrition indicators (corresponding UNSF indicators Output 3.2/Indicator 7: Number of people accessing sufficient and nutritious food, through United Nations supported programs) are found on the chart below indicating that relatively few children have received basic or emergency nutrition services compared to potential needs as noted in the background section.<sup>81</sup>

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their potency. The FT2 has a number of documented problems related to users' lack of knowledge on its use, how to read and interpret FT2 readings, and how to initiate action in response to temperature excursions.

<sup>80</sup> SMART provides a standardized methodology of undertaking surveys to collect information on the two most vital, public health indicators in assessing the severity of a humanitarian crisis: the nutritional status of children under-five and the mortality rate of the population. ACF Canada is the global convener, but the survey would be managed by ACF Libya.

<sup>81</sup> Updated list of indicators, June 4, 2020

**Table 3 Nutrition Health**

	UNICEF and IPs		Sector Response		
	Overall needs	2019 Target	2019 Results*	2019 Target	Total Results
<b>Nutrition</b>					
# of children aged 6 to 59 months (girls and boys) who received emergency nutrition services, including screening, treatment, supplementation and referrals		5,500	2,542		
# of children, Pregnant and lactating Women (PLW) received multiple micro- nutrients		5,500	9,063		

125. For nutrition, UNICEF coordinates with NCDC, WFP, IOM and implementing partners. To prevent nutrition-related morbidity and mortality among children and women, UNICEF provided High Energy Biscuits (HEB), Micronutrients and Emergency Food Rations and Ready to Use Therapeutic Food (RUTF), benefiting 11,605 children, pregnant and lactating women in partnership with IOM, UNHCR and MSF, against an annual target of 11,000. For the 24 targeted municipalities in the Stabilization programme, UNICEF provided MUAC tapes and distributed supplies for hemoglobin testing. UNICEF did not carry out a Vitamin A campaign in 2019 for children under two but a campaign was planned for 2020.<sup>82</sup>
126. Until 2019, the NCDC did not have a nutrition focal point but now the nutrition unit is established with four professional staff, and nutrition is reportedly becoming more important in the NCDC approach. The persistent advocacy provided by UNICEF and its support for development of the unit resulted in a staffed and furnished office space and establishment of a nutrition working group which started up recently and aims to include partners such as WHO and WFP to link health and food security. Further nutrition indicators will be included in the DHIS.
127. Implementing partners assist with distribution of HEB and micronutrients and distribute the HEB to detention centres (DCs) in Zintan, Zawiya, Tripoli, Khoms, Misurata, Sirte, among others. Generally, the HEB are only distributed to children and women and no distributions are made to men in the DC. The DC get very poor quality, sometimes only bread and water and the situation has become direr during the COVID-19 as catering companies are no longer active. The migrants living among Libyan society do not receive food assistance in the urban areas. The diet of many Libyans lacks protein and micronutrients, leading to anemia and weak muscle mass, according to unpublished results from NCDC research. Limited access to food during the crisis may have exacerbated these conditions.
128. The RUTF distribution has no follow-up by health staff which would allow measuring progress in weight gain among the children targeted and checking whether those children actually received the RUTF. The RUTF has been used as an emergency life saving measure, however, its use could be monitored if conditions were conducive for a developmental approach. Distribution of micro-nutrients to pregnant and lactating women may not have been followed up for effectiveness.
129. As described in the relevance section, the key challenge remains the lack of reliable data on the nutrition status of children and women. A Standardized Monitoring and Assessment of Relief and Transitions

<sup>82</sup> In infants and children, vitamin A is essential to support rapid growth and to help combat infections. Inadequate intakes of vitamin A may lead to vitamin A deficiency which can cause visual impairment in the form of night blindness and may increase the risk of illness and death from childhood infections, including measles and those causing diarrhea.

(SMART) Nutrition Survey was planned in Q1 2020 to bridge the data gaps; however, the survey was postponed due to ongoing conflict and security issues.

130. UNICEF and its RRM partners managed to reach more than 32,000 individuals (6,500 HHs) with an integrated minimum life-saving package of assistance (Food, NFIs) for internally displaced persons and migrants affected by the crisis. UNICEF hired a third-party monitoring company to support post-distribution monitoring; based on reports, UNICEF decided to diversify its package of assistance to include blankets, baby kits and recreational items for children. This will enable UNICEF to reach more children with a more inclusive package<sup>83</sup>.
131. The RRM was bolstered by a newly developed arrangement with UNHCR for a two-year (2020-2021) global blueprint for joint action. Titled 'A Fair Deal for Refugee Children', it focuses on improving the response in the priority areas of education, WASH and child protection, and represents a contribution to the SDGs in these specific areas. This blueprint aims to see transformative results and valuable learning achieved in 8-10 focus countries.

### **Education and Adolescents and Youth**

132. In 2019, UNICEF worked closely with the Ministry of Education and its partners to ensure minimum disruption to education, this included a catch-up programme to ensure that learners could take part in the official exams in July 2019, support to MoE in rolling out the exams and a back to learning campaign. The Back-to-Learning campaign was launched and support was provided to summer school during the conflict period to provide children with a sense of normalcy while maintaining ongoing work with partners in areas that were not impacted by the ongoing conflict. To this end, 9,191 Libyan and non-Libyan children and youth (4,546 boys and 4,645 girls) benefited from non-formal education (catch-up classes and life skills sessions) and formal education (against an annual target of 64,000). To support non-Libyans' skill development, Arabic materials on life skills were translated into both English and French.
133. During 2019, 691 young men and women benefited from Technical Vocational and Education Training and 2,299 young men and women were provided with skill development opportunities, including planning civic engagement, which was to be rolled out in 2020. 20 schools were rehabilitated, including 10 schools in the west, 7 schools in the south and 2 schools in the east, benefitting 19,480 children (9,527 boys and 8,953 girls), against a target of 50,000. During this period a total of 954 teachers and education staff were trained on education packages and EMIS (43 persons), against a target of 600.<sup>84</sup>

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<sup>83</sup> Outcomes/outputs and Indicator status by Region/Business Area as of June 2020

<sup>84</sup> Outcomes/Outputs and Indicator Status by Region/Business Area as of June 2020



**Table 4 Education Response**

	Overall Needs	UNICEF and IPs	
		2019 target	2019 results
<b>Education</b>			
# of School-aged children (boys and girls) accessing formal/non-formal education services	82,681	64,000	9,951 <sup>63</sup>
# of Children (boys and girls) having received essential learning materials and supplies	92,980	80,000	24,369 <sup>64</sup>
# of School aged children (girls & boys) accessing rehabilitated and repaired educational facilities/prefabricated classrooms	72,830	14,500	17,280 <sup>65</sup>
# of Teachers and education personnel trained on child centered and protective pedagogy	94,130	600	954 <sup>66</sup>
# of Children receiving psychosocial/recreational activities in schools and learning spaces	92,980	59,000	32,818 <sup>67</sup>

<sup>63</sup> This was funded by SC grants (EU Migrants and Global Education). UNICEF and its partners are planning to reach more children in Q4 of 2019, therefore, in pipeline.

<sup>64</sup> UNICEF and its partners are planning to distribute supplies in Q4 of 2019, therefore, in pipeline.

<sup>65</sup> This was funded by SC grants (ECHO and Germany).

<sup>66</sup> This was funded by SC grants (EU Migrants and EU Youth). UNICEF and its partners are planning to implement more training in the 4th quarter of 2019, therefore, in pipeline.

134. Key achievements in 2019<sup>85</sup> included signing an Annual Work Plan with the Ministry of Education (MoE) for capacity development of teachers and other education personnel and finalising the development of the Education Management Information System (EMIS - Phase II). Despite being seriously challenged by contextual factors in 2019 and 2020<sup>86</sup>, progress towards the Country Programme outcomes was on track through the end of 2020<sup>87</sup>. Some of the 2019 key targets were not achieved<sup>88</sup> (i.e. number of children accessing formal and non-formal opportunities and children receiving psychosocial and recreational activities in schools and learning spaces in the school year 2018-2019) due to the outstanding operational challenges faced by UNICEF and its partners in the implementation of the programme<sup>89</sup>. Others were overachieved. In particular, the number of teachers trained was significantly higher than planned, thus potentially having a positive impact on a higher number of children than originally planned.
135. As part of development of the Education Management Information System (EMIS Phase II), UNICEF trained 43 (11 women and 32 men) education staff from MOE, including the Technical and Vocational Education Training (TVET) department (west, east, south), on the use of indicators and EMIS in education planning. Progress was made through engagement with ministerial counterparts in both the east and west, which led to joint participation of representatives of the two ministries in the EMIS training and in 2020 to joint participation in the Education Working Group<sup>90</sup>. The successful joint participation was based on continuous

<sup>85</sup> UNICEF COAR 2019; UNICEF RAM 2019; UNICEF Libya Consolidated Emergency Report 2019

<sup>86</sup> Escalation of the conflict in 2019 leading to the suspension of the school year, teachers strike in October 2019 and COVID-19 pandemic in early 2020

<sup>87</sup> UNICEF RAM reporting as of 2<sup>nd</sup> of June 2020; Analysis of Updated List of Indicators 04-06-2020

<sup>88</sup> UNICEF Libya Consolidated Emergency Report 2019

<sup>89</sup> As a result of the spike in conflict in April 2019, the academic school year was suspended one month early in conflict-affected areas, impacting approximately 122,088 children across nine municipalities. At one point, 21 out of the 47 collective shelters housing displaced persons were schools in Tripoli. In addition, teachers' massive strike for two weeks at the beginning of the school year 2019-2020, and further deterioration of the security situation in late 2019 impacted the capacity of UNICEF and its partners to deliver.

<sup>90</sup> Key informant interviews, June to July 2020

advocacy efforts with stakeholders in Tripoli, Benghazi and with municipal authorities. The EMIS is now ready to be handed over to the MoE, however, similar to the DHIS, effective use of EMIS for data analysis and decision making is challenged by weak data entry. (See further discussion below.)

136. Other capacity development support included training of 954 education personnel (355 males and 599 females), including teachers and other education personnel in Education in Emergencies, child centred and protective pedagogy, psychosocial support, and child safeguarding.
- UNICEF supported the training of 140 education personnel and community member on the Life Skills Citizenship Education (LSCE) framework, as part of the ongoing work to mainstream LSCE in four municipalities 'Towards Resilience and Social Inclusion of Adolescents and Young People in Libya'. This was the first time that the Life Skills and Citizenship Education Framework for the Middle East and North Africa was introduced in Libya.
  - A training of trainers (TOT) on Education in Emergencies (EiE) was concluded in December 2018 and during 2019 cascade training for EiE reached 288 teachers across Libya. UNICEF and partners also trained 13 migrant teachers (9 females and 4 males) in Tripoli on Child Safeguarding, Teachers in Crisis Context and Basic Literacy and Numeracy to support non-formal education for children on the move. A total of 9,191 children received formal and non-formal education services and 24,369 children were reached with school supplies.
137. Light rehabilitation of 20 schools across Libya was completed, despite the challenging environment. This benefitted 19,480 children (9,527 boys and 8,953 girls) against a target of 50,000.
138. A key success of the education programme was the timely response to the COVID-19 pandemic. In March 2020, in response to the COVID-19 pandemic UNICEF promptly supported the Ministry of Education in recording and broadcasting more than 400 lessons through various means (i.e. radio, tv and online). This provided school children with distance education opportunities to learn despite the disruption of education services.
139. UNICEF work with Adolescents and Youth continued to seek the means to engage them productively and to reach the most marginalized for the purposes of productive engagement in society and finding a livelihood, and mitigate risks of the youth being drawn into the conflict. Work with developing platforms and social media connections faced issues in acceptance by both youth and UNICEF. The movement of adolescents and youth, and the downsizing of dedicated staff, to be incorporated into the Education section did not affect the achievement of ongoing work; however, only 10 per cent of requested funds for TVET were received in 2019 and less than 50 per cent for inclusion and peacebuilding. In 2020, only 15 per cent was received for TVET and 22 per cent for inclusion and peacebuilding, in comparison to a large education budget.
140. As a result of the upsurge of conflict in April 2019, the academic school year was suspended one month early in conflict-affected areas, impacting approximately 122,088 children across nine municipalities. At one point, 21 out of the 47 collective shelters housing internally displaced persons were schools in Tripoli. UNICEF rolled out summer school classes to support 927 children (437 boys and 490 girls), including 372 displaced children, to make up missed schooling and enable children and youth to pass the end of year exams, held in July 2019. UNICEF provided support to the MoE to print exams and provide necessary materials. Additionally, in partnership with the Ministry of Education, UNICEF launched the 'Back to Learning' Campaign to ensure that schools across Libya had the necessary learning materials: 13,340 children were reached with supply distribution. UNICEF and its implementing partners provided non-formal education sessions through mobile team and community centres.

141. A number of assessments and consultations took place on the situation of adolescents and youth, reflecting their importance in the development and future of the Libyan society. Among them are the 'Libyan Youth Today: Challenges and Opportunities'<sup>91</sup> and a national consultation<sup>92</sup>. UNICEF conducted a draft Violence Against Children (VAC) study (unpublished, 2017). These reports underpinned and contributed to the pilot project 'Towards Resilience and Social Inclusion of Adolescents and Young People in Libya', funded in four municipalities by the EU from 2017-2019. The project also drew upon an 'Adolescent Vulnerability Assessment: A framework for Measurement and Priority Setting for UNICEF Libya'<sup>93</sup> which describes the target age groups and the developmental issues of each. The pilot project has not been replicated since, but the "Stabilization" programme addressed issues affecting Adolescents and Youth in targeted municipalities.<sup>94</sup>

### **Child Protection**

142. UNICEF made substantial progress in ensuring that girls and boys in Libya were better protected from violence, abuse and exploitation. Overall, the progress of the child protection programme toward the Country Programme outcomes was on track<sup>95</sup> and as of June 2020 the Country Programme output indicators were largely or fully achieved. In 2019, the child protection in emergency response significantly scaled up to respond to the escalating conflict in April and August. This resulted in most of the targets being exceeded as per the figure below<sup>96</sup>.

<sup>91</sup> UNESCO, UNFPA, Youth Peace and Security, "Libyan Youth Today: Challenges and Opportunities" [https://www.youth4peace.info/system/files/2018-04/8\\_per cent20CFR\\_Libya\\_UNFPA\\_0.pdf](https://www.youth4peace.info/system/files/2018-04/8_per cent20CFR_Libya_UNFPA_0.pdf) –

<sup>92</sup> UNESCO, EU, Networks of Mediterranean Youth, Peacebuilding; UNFPA. "National Consultation about Youth, Peace and Security - Libya Case" . [https://www.youth4peace.info/system/files/2017-10/2017\\_per cent20- per cent20Report\\_per cent20-This consultation took the form of 45 focus group discussions, and was one of a series of national and regional consultations for the Progress Study mandated by UNSCR 2250 on Youth, Peace and Security](https://www.youth4peace.info/system/files/2017-10/2017_per cent20- per cent20Report_per cent20-This consultation took the form of 45 focus group discussions, and was one of a series of national and regional consultations for the Progress Study mandated by UNSCR 2250 on Youth, Peace and Security)

<sup>93</sup> Valentine J Gandhi. Adolescent Vulnerability Assessment: A framework for Measurement and Priority Setting for UNICEF Libya, 2008

<sup>94</sup> Result 3-(Youth): A minimum of 4,000 adolescents and up to 4,800 adolescents and young people in addition to a minimum of 150 teachers and up to 200 teachers and a minimum of 700 parents and up to 1,000 parents will be targeted (gender, age and migration status disaggregated). Result 3: Vulnerable adolescents and young people have access to life and leadership skills and access to social and entrepreneurship opportunities in the 24 municipalities.

<sup>95</sup> UNICEF RAM reporting as of 2<sup>nd</sup> of June 2020; Analysis of Updated List of Indicators 04-06-2020

<sup>96</sup> Access and operational challenges have slightly impacted on the child protection and VAC awareness raising

**Table 5 Child Protection Response**

	Overall Needs	UNICEF and IPs	
		2019 target	2019 results
<b>Child Protection</b>			
# of children (girls and boys) received psychosocial support and recreational activities in schools, community centers or child-friendly spaces	140,000	93,450	97,703
7,808# of Children (girls and boys) supported with specialized child protection services	489,000	4,000	7,808
# of actors' males and females from service providers and/or institutions trained on CP approaches		700	862
Number of individuals reached by awareness raising activities (Communicating with Communities)	440,000	40,000	30,142*
# of children (Girls and Boys) reached by Mine Risk Education activities.		6,000	8,227

143. Key achievements in 2019<sup>97</sup> included the long-awaited adoption of a five-year National Action Plan to End All Violence against Children in Libya 2020-2025 (VAC NAP) by the Libyan government, an essential step in addressing the significant child protection gap in Libya. The National Action Plan aims to address violence against children by supporting the development of a coordinated and accountable child protection system in Libya, in line with Libya's international and regional human rights obligations and best practices.
144. The system support component of the child protection programme, although substantially on track, suffered from the escalating conflict in April and August 2019 and from the increasingly complex institutional environment. This led to delays in the adoption of the VAC NAP and consequent delays in the C4D programming for behaviour change. An increasingly complex operating environment also delayed the Justice for Children component. Establishment of transitional centres for migrant children approved by DCIM/MOI was not endorsed by municipalities, despite advocacy efforts from the United Nations Humanitarian Coordinator and the EU Ambassador to Libya. The development of the Justice for Children Information Management System was also delayed.
145. Within the framework of the National Action plan to End Violence against Children, in consultation with the Ministry of Interior, UNICEF finalized the Annual Work Plan on justice for children, including an Assessment to identify gaps in the justice system, and a mapping and assessment exercise of Family and Child Protection Units in Libya. The Family and Child Protection Units are central to the realization of the National Action plan, with the objective of establishing a central community-based body that acts as a one-stop shop for child-friendly justice and support services for children in contact with the law.
146. In 2019, UNICEF and its partners provided 89,270 children (44,608 boys and 44,662 girls) with community and school based psychosocial support. 7,808 vulnerable children (3,508 boys, 4,300 girls), including internally displaced persons, returnees and conflict-affected children well as migrant and refugee boys and girls were provided with critical protection and GBV specialized protection services in targeted municipalities (including Tripoli, Benghazi, Sebha and Zintan). Another 81 children (18 girls, 63 boys) in Al Zintan center (from the same caseload of children and adolescent released from armed groups in 2017) against an annual

<sup>97</sup> UNICEF COAR 2019; UNICEF RAM 2019; UNICEF Libya Consolidated Emergency Report 2019

target of 180; 499 children (301 boys and 198 girls) were referred to specialized services to prevent and respond to issues associated with recruitment into armed groups and other grave violations.

147. Ten Bayti centres and community centres were established across Libya to provide vulnerable children with child protection services, including case management, psychosocial support (including for gender-based violence) and life skills, as well as non-formal education and health services. The centres have also enhanced access to services for migrants, refugees and IDP's in urban settings.
148. To respond to the escalating violence, UNICEF scaled up the programme in Misrata and Tawergha to support survivors of GBV. UNICEF also worked with partners to develop a coordinated, inter-sector GBV case management system (including building the capacity of relevant service providers) and to roll out GBV IMS. Awareness raising and behaviour change on key child protection risks and GBV reached up to 22,917 individuals, including children (7,083 boys and 8,112 girls), parents and community members.
149. Support to children associated with armed forces or armed groups (CAFAAG) suffered a setback due to a) increased armed conflict decreased the interest in release of children and youth from armed groups and increased recruitment also from abroad; b) CAFAAG were not included in the strategic focus of key donors such as EU and Canada despite advocacy and submitting four proposals to different donors UNICEF did not succeed to pursue its CAFAAG strategy and continue the CAFAAG intervention ongoing since 2018.
150. Technical capacity development of child protection actors has also seen considerable investments, with 862 child protection service providers (274 men and 588 women) reached with capacity development, including government, local partners and child rights actors. To support the State and Shadow Reporting process on child rights, 118 members of civil society, child rights activities and the government were reached through 4 workshops on Child Rights.
151. UNICEF has also advanced in strengthening national systems for monitoring, reporting and responding to violations of children's rights. This included:
- Establishing an informal Monitoring and Reporting Mechanism (MRM) system: through the informal MRM system, UNICEF was able to monitor, report and verify cases of grave violations (more than 100 cases reported and 55 cases verified) and contribute to quarterly Global Horizontal Notes and key annual reports. Cases were also referred through UNICEF and UNSMIL for assistance.
  - Establishing a Child Rights network, composed of child rights experts, civil society organizations, active working groups and other partners established, on the base of the "Mapping of Libyan Civil Society Organizations working in the field of Human Rights and Children Rights: Challenges and Needs"<sup>98</sup>.
  - Capacity development for field monitors of UNSMIL on reporting of grave violations and developing capacity-building modules for staff and partners as well as key 'neutral' entities who could contribute to documenting grave child rights violations and providing response services to child victims.
  - Continued advocacy at national, regional and the HQ levels, calling on all parties to abide by International Humanitarian Law and the Convention on the Rights of the Child and its protocols. For this purpose, UNICEF made contributions to statements at the Human Rights Council. During 2019, UNICEF carried out four trainings on promoting child rights and grave violations against children with civil society organization, child rights monitors and governments representatives. The workshops supported the drafting of the State Party report and Shadow report to the CRC.

<sup>98</sup> CORAM International "Mapping of Libyan Civil Society Organizations working in the field of Human Rights and Children Rights: Challenges and Needs" 2019

- Research on Children Associated with Armed Groups in Libya, including both a literature review and primary data collection was undertaken and will help to provide key information on the prevalence of children's association with armed groups, and on drivers / risk factors associated with involvement in armed groups.

152. To mitigate the risks and vulnerabilities arising from the conflict, UNICEF began emergency Explosive Ordnance Risk Education (EORE) for children, adolescents and caregivers in Tripoli and Tawargha in 2019, reaching out to internally displaced children and their caregivers in collective centres and shelters, child friendly spaces and Bayti centres, as well as schools, universities, clinics and other public gathering spaces. This was done in close co-operation with the Libyan Mine Action Centre (LibMac), in partnership with Free Fields Foundation (3F), and in collaboration with grassroots organizations such as the Boy Scouts and Girl Guides Association and the Libya Red Crescent (LRC). Explosive Ordnance Risk Education (EORE) appropriate for children was provided for 15,062 [7,812 children (4,182 boys, 3,630 girls) and 7,250 adults (4,656 men, 2,564 women) conflict-affected individuals. Additionally, 10,000 IEC materials have been handed over to LibMAC for dissemination; 55 staff were trained and accredited to undertake EORE for children and communities. Key MRE messages have been integrated in the RRM targeting 200 displaced households from Murzuq in Tripoli. Finally, an MRE/EORE radio spot has been produced and broadcasted by two local Radio channels to encourage citizens to report UXOs and ERW, reaching an estimated 245,000 indirect beneficiaries (125,000 males, 120,000 females).

### **Social Policy**

153. The Social Policy strategic area was planned to cover (a) learning and evidence on childhood poverty, vulnerability, public finance and social protection is generated to inform child-centred social sector policies and budgets; (b) basic service providers at the national and subnational level have increased capacity to develop and prioritize equity-focused, evidence-based policies and budgets and are better able to respond to emergencies; as well as cross-sectoral programme components. Due to the upsurge of conflict in 2019 and the challenges in working with government to develop policies and budgets, focus on this area was put on hold and intensive work began more recently with hiring of a regional consultant.

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### **4.3.2 COVID-19**

154. UNICEF adapted its implementation modalities to the COVID-19 pandemic. Modalities of work for the service delivery component of the programme were promptly adjusted to limit the risk of transmission. An example was development of Whatsapp groups and networks to continue with child protection and PSS activities and establish prevention measure in the Bayti centres. An overriding concern was the inherent capacity of government partners to promote behaviour change communications independently. For example, the NCDC lacks sufficient experience and relies on UNICEF as the lead agency for overall communications support. There is a need for a national health awareness campaign, and also support for development of the National COVID-19 Response Plan. In addition, taking the lead in assisting NCDC on COVID-19 Risk Communication and Community Engagement (RCCE), UNICEF delivered COVID-19 communications such as posters, billboards, and videos. UNICEF also supported the MoE to develop a COVID-19 response plan, recording over 400 lessons, and broadcasting on TV or through the web, to ensure maximum coverage.

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### **4.3.3 Challenges and Enabling Factors**

155. The achievement of the Country Programme outputs in both 2019 and 2020 was affected by limited access due to conflict and insecurity, Libya's institutional fragmentation and limited capacity, policies and strategies of national systems and challenges related to staffing. An example is the gradual decay of the water and

sanitation system in Libya that led to additional humanitarian needs and affected the health and education sectors.

#### **Box 4 Water and sanitation system in Libya**

The water and sanitation system in Libya has been neglected since 2009 in terms of upgrading the technology, both for improving service coverage and for environmental protection. A shortage of engineering capacity, due to previous reliance on international technical and financial investments, were curtailed by increasing conflict and uncertainties. Since 2009, the inputs from the government have mainly been for maintenance and trying to prop up the system. From a developmental perspective, bringing the system up to high standards requires investment of substantial amounts of funds. From a humanitarian perspective, the decay of the system over time has contributed to greater humanitarian needs. Further complexities occurred from damages, some purposely inflicted in periods of conflict, as well as closures linked to the conflict and aimed at increasing pressure on local communities across political and conflict lines. UNICEF has advocated with the WASH system stakeholders in the government to draw attention to needs for investment in replacing the obsolete systems; however, this is a sensitive topic at present when the focus is on the issues surrounding the conflict.

156. The COVID-19 pandemic restricted a number of factors critical to implementing the Country Programme. These are generally centred around access to beneficiaries and support systems, as detailed in the May 2020 Humanitarian Access report.<sup>99</sup> The report mentions over 1,000 access constraints half of which deal with the health and protection sectors.
157. UNICEF continues to work with the government to build a foundation of evidence to allow for evidence-based policy making and programming and thus improved service delivery, with a focus on the development of sustainable information management systems and the situation of the most vulnerable. During 2019, UNICEF continued to prioritize both direct evidence generation and strengthening national institutions and mechanisms for evidence generation. The five national information systems rollouts (including EMIS, DHIS, and J4C IMS) were delayed due to an underestimation of the challenges. These include the general lack of familiarity with electronic data systems, power outages and network connection challenges. The utility of the systems was not explained clearly enough for all stakeholders to support the rollout of the systems. This had an effect on the ability of the Country Office to generate evidence for children.
158. Insufficient coordination and limited internal technical capacity constrained the leadership provided by UNICEF for Child Protection, which may have reduced the ability to influence the national agenda. The variety of partners as well as the sensitivity of key child protection issues (e.g., GBV, CAFAAG, MRM) requires dedicated in-house capacity to fully exert leadership. This was compounded by lack of dedicated coordination capacity with international NGOs co-leading the working groups. This lack of capacity affected the ability to advocate and raise funds.
159. UNICEF support for sector coordination and working groups enabled the delivery of better results for children. UNICEF invested in strengthening its leadership role in the education sector working group through leading on developing a Joint Education Needs Assessment (JENA) together with the Global Education Cluster. UNICEF provided a full-time WASH sector coordinator. In April 2020, the final strategy of the WASH sector (April to December) was unanimously endorsed by sector partners for Covid-19 and two areas to be supported by sector partners under the overall Health Response plan<sup>100</sup>. UNICEF continued to lead the Child Protection Working Group, the Inter-Sector Case Management Task Force and co-lead with UNFPA Gender-Based Violence (GBV) Working Group. This enabled UNICEF to roll out the GBV IMS more easily and coordinate with UNHCR and IOM on the refugee and migrant response and UNDP and

<sup>99</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/access\\_report\\_may\\_2020\\_v4.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/access_report_may_2020_v4.pdf)

<sup>100</sup> WASH sector meeting minutes, February, March, April, May 2020

UNODC on the Justice for Children Programme. UNICEF works closely with the UNSMIL team on the MRM file and reporting to SRG Children and Armed Conflict. UNICEF also leads the PSEA Task Force within the HCT. In the context of the Education Working Group – UNICEF participated in the Joint Education Needs Assessment 2019)<sup>101</sup> and a Secondary Data Review (SDR)<sup>102</sup> in October 2019.

160. Partnering with local authorities in municipalities enabled the delivery of services at the local level. National NGOs were essential partners to implement both developmental and humanitarian outputs and to access beneficiaries through their networks and local knowledge, dealing with challenges in delivery of supplies, for example, sometimes facing difficulties in passing checkpoints. Many have agreements with a number of assistance providers for delivery of services including UNHCR, IOM and WFP and international NGOs. However, implementing partners are impacted by delays in agreements that threaten their ability to maintain skilled and trained staff. They would benefit from more visibility leading to the ability to continue operating in the longer term.

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#### 4.3.4 Unintended Effects

161. There is no specific evidence of unintended effects.

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#### 4.3.5 Gender, Inclusion, Equity

162. Gender was not fully mainstreamed in the delivery of the Country Programme and there is limited evidence that interventions were designed considering the different needs of boys and girls. The Country Office did generate some gender disaggregated indicators but not in a consistent manner across the sectors, although positive examples in the implementation of the programme do exist. In education, boys and girls participated equally in programming; in WASH, toilets for males and females were separated; the distribution of HEB favoured women and children.
163. Although UNICEF attempts to disaggregate vulnerable groups in programme reporting, the proportion of marginalized children (e.g., migrants, internally displaced persons, refugees, conflict-affected, children with disabilities, children serving in armed groups, minorities, the poorest of the poor, out-of-school children) in relation to needs may not be disaggregated making it difficult to analyse how different groups have benefitted. Despite that, there are clear signs that some of the most vulnerable need further attention as, for example, children of detained or imprisoned women, children associated with armed forces and armed groups (CAFAAG), marginalized adolescents and youth, children with disabilities and preschool children.
164. There are some documented unmet needs such as access to formal education for migrants, including the negotiation of their schooling requirements in Libya, and acknowledgement of their qualifications from past schooling.<sup>103</sup> The 2019 conflict resulted in increased needs for nearly 65,000 people who had to flee their houses in the southern area of Tripoli. Among them, families who preferred to stay with their relatives, rather than be sheltered with others in schools or other facilities, were less likely to receive assistance.
165. The focus of service delivery on 24 municipalities excludes other areas of the country. However, the needs of some groups, such as internally displaced persons hosted in schools in Misurata and non-displaced families who suffer sub-standard living conditions exceed the capacity of humanitarian assistance.

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<sup>101</sup> Education Working Group - Libya Joint Education Needs Assessment: Report - December 2019

<sup>102</sup> Education Working Group - Libya\_SDR\_Report\_22102019

<sup>103</sup> Johanna Maula, Situation Analysis on Women and Children in Libya, February 2018, supported mainly by UNICEF CO and RO with contributions from other agencies. UNICEF Education Strategy Notes 2019; UNICEF COAR 2020; UNICEF Libya Consolidated Emergency Report



166. To provide Protection from Sexual Exploitation and Abuse (PSEA)<sup>104</sup>, UNICEF held full accountability through training for all staff members, and training for ten Bayti centres, national focal points as well as Protection, Education and Emergency partners. The GBV services programme through UNICEF partners is currently supporting a number of municipalities in east and west of Libya (e.g., Mistrata, Tawergha, greater Tripoli, Benghazi, Sebha). As part of the HCT, UNICEF leads the PSEA Task Force and all network members finalized a checklist to ensure compliance with PSEA standards. Steps yet to be taken include development of the PSEA SOPs, capacity building for case management, and mobilizing resources for a dedicated PSEA hotline. The full rollout of the PSEA framework faces challenges such as government procedures not being in place, limited resources, community hesitancy to report cases and weak investigation capacities among national partners. The evaluation did not find evidence of PSEA being addressed in third-party monitoring.

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#### 4.3.6 Effectiveness: Conclusions and Recommendations

**Conclusion 10:** The Country Programme made progress toward planned outcomes in all the strategic areas and improved the quality and supply of services. Conflict and insecurity were the main factors affecting delivery of planned outputs. These also affected the capacity of national systems. UNICEF targeted marginalized groups but experienced challenges in reaching them; those requiring more attention include children of detained or imprisoned women, children associated with armed forces and armed groups (CAFAAG), marginalized adolescents and youth, children with disabilities and preschool children.

**Conclusion 11:** As WASH is intrinsic to all other basic services, the importance of rehabilitating the dilapidated system takes high priority; UNICEF should use its convening power and technical capacity to support a coordination platform for government and other stakeholders. Health system inputs have been strong and well-coordinated with partners. The immunization training requires follow up at the municipal level to ensure compliance.

**Conclusion 12:** Significant achievements were made in training teachers and other education staff. However, some planned education results were not fully achieved due to deterioration of the education system and impeded access in conflict-affected areas. The COVID-19 response related to education was timely and produced positive impacts for children. The inputs for work with adolescents and youth do not sufficiently reflect the importance of their role in the development and future of Libyan society and should be strengthened in order to engage them productively and mitigate risks of the youth being drawn into the conflict.

**Conclusion 13:** UNICEF made substantial progress in ensuring that girls and boys in Libya were better protected from violence, abuse and exploitation through strengthening national systems for response and including training on explosive ordnance risk, and protection from sexual exploitation and abuse. However, UNICEF globally, regionally and nationally has not exerted sufficient influence to coordinate stakeholders to urge adequate funding and greater joint advocacy on difficult protection issues.

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<sup>104</sup> UNICEF is committed to ensuring that all children and adults are protected from sexual exploitation and abuse across all of UNICEF programming. Every UNICEF office contributes to achieving the above benchmarks by embracing a whole-of office approach, including through: the development of a Country Office Action Plan under the leadership of senior management with contributions by Human Resources, Ethics, Operations and all Programme sectors; the designation of a PSEA Focal Point within each CO, including field offices; the mandatory completion of PSEA training for all UNICEF personnel and partners; and the active contribution to an inter-agency approach under the leadership of the Humanitarian Coordinator (Core Commitments for Children in Humanitarian Action – revised draft 15<sup>th</sup> of May 2020)

**Conclusion 14:** Gender is not well integrated in the programme. Knowledge about potentially marginalized groups is weak and programming for them is challenging.

**Conclusion 15:** The development of information management systems (e.g., the DHIS and the EMIS) experienced significant challenges, in terms of capacity of staff and support systems.

**Recommendation 07:** Strengthen technical support and advocacy for coordination and investment of the government's own funds in WASH system rehabilitation.

**Recommendation 08:** Ensure that reliable data are available for programming in health, education, nutrition and protection. The challenges experienced to implement studies and to roll out information systems will need to be analysed to identify and avoid bottlenecks.

**Recommendation 09:** Clearly identify the gaps in the current immunization programme and develop a plan to strategically address these in the follow up programme. Aim to expand immunization to migrant populations.

**Recommendation 10:** Develop a coherent UNICEF Libya strategy for adolescents and youth and advocate for a national youth strategy.

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#### 4.4 Connectedness

167. Connectedness is concerned with the implications of humanitarian programming for development. It refers to the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP)<sup>105</sup> definition of this criteria: "the extent to which activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account". This criterion replaces the sustainability criterion used in development evaluations.<sup>106</sup>
168. In UNICEF, this is manifested in the nexus approach and demands that the capacity of national institutions to fulfil their core human rights obligations be given priority as part of a process to strengthen national systems, capacity and infrastructure. The nexus approach aims to reduce conflict drivers while enhancing resilience.<sup>107</sup> As per the CRC (1989), UNICEF is required to work in the nexus. UNICEF set out institutional commitments to humanitarian-development programming in the Strategic Plan 2018-2021 and several policy documents including a 'Procedure on linking humanitarian and development programming' (UNICEF, 2019) and an 'Update on UNICEF humanitarian action' (UNICEF, 2019).<sup>108</sup>
169. The United Nations system and UNICEF in the UNSF state three outcome objectives: (a) core government functions will be strengthened and Libyan institutions and Civil Society, at all levels, will be better able to respond to the needs of the people; (b) economic recovery in Libya will be initiated thanks to better Public Financial Management (PFM) and economic, financial and monetary policies that will stimulate investment, private sector development and job creation; and (c) relevant Libyan institutions improve their capacity to design, develop and implement public and social policies that focus on quality social services delivery for

<sup>105</sup> ALNAP is a global network of NGOs, United Nations agencies, members of the Red Cross/Crescent Movement, donors, academics, networks and consultants dedicated to learning how to improve response to humanitarian crises.

<sup>106</sup> Evaluation of Humanitarian Action Guide, page 114, ALNAP, 2016.

<sup>107</sup> Sabha Nexus Strategy and Mapping, December 2019, draft

<sup>108</sup> Sabha Nexus Strategy and Mapping, December 2019, draft

all women and girls, men and boys (including vulnerable groups, migrants and refugees). These are not directly related to the nexus approach or good connectedness of humanitarian and developmental actions.

170. The 2019 HRP outlines the following two strategic objectives: (a) provide and improve safe and dignified access to essential goods and critical public services in synergy with sustainable development assistance; and (b) enhance protection and promote adherence to International Humanitarian Law, International Human Rights Law, and International Refugee Law. The first objective hints at an integration of humanitarian and developmental activities. There is more explicit mentioning of the nexus in the 2020 HRP which states that priorities for the migrant and refugee response in 2020 will focus on: i) the provision of life-saving and protection assistance, including through coordinated advocacy for and response to the release of detained migrants and refugees from detention centres; ii) support to local authorities and partners to respond to the needs of migrants and refugees through capacity-building, strengthening of partnerships and coordination; and iii) strengthening the humanitarian action, broader migration management, development, and peace nexus.<sup>109</sup> The second and third priority, in particular, will improve the connection between humanitarian and developmental activities.
171. The UNICEF Libya Country Programme Document 2019-2020 gives almost no references to the nexus framework and the UNICEF HAC 2019 does not mention the nexus at all. The 2020 HAC appeal notes the importance of reinforcing the linkages between humanitarian and development programming, through prioritizing coordination and capacity building for partners, including local authorities.
172. Issues of access and governance affect the ability to deliver supplies and services through partners in Libya. However, the choice not to extend the engagement with NGOs to address their capacity in a more strategic level misses the opportunity to build civil society capacity during the humanitarian crisis as discussed above under efficiency. There is also a missed opportunity for joint advocacy to donors for funding dedicated resources for coordination and development of a joint civil society capacity development strategy to support national NGOs.
173. The most relevant contribution to connectedness is through the “Stabilization” programme with a focus on working directly with local authorities while still involving central authorities. This includes:
- Rehabilitation of WASH facilities in 10 schools and 10 health centres;
  - Provision of education activities and education facilities
  - Centre based specialized child protection and psychosocial support services to children
  - Youth response.
174. The newly developed arrangement with UNHCR for a two-year (2020-2021) global blueprint for joint action, titled ‘A Fair Deal for Refugee Children’, focuses on improving the response in the priority areas of education, WASH and child protection, and represents a contribution to the SDGs in these specific areas. This blueprint aims to see transformative results and valuable learning achieved in between eight and ten focus countries – Libya included- and seeks to bridge the humanitarian-development nexus by working to strengthen national systems to be inclusive of refugee children and their families. The inclusion of millions of refugee children in the areas of education, WASH and child protection will be underpinned by efforts to strengthen these national systems and a renewed focus to advocate for refugee’s full social and economic inclusion in national policy and plans. The blueprint builds on the comparative advantage of each of the two organisations.
175. Stakeholders at many levels have recognized disconnects between the humanitarian and the developmental programmes. To address this, the United Nations Programme Management Team led the

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<sup>109</sup> Humanitarian Response Plan for Libya, February 2020

process to agree on a strategic nexus approach for Sabha as well as on the identification of collective outcomes to be achieved by 2023. For example, the health sector coordination mechanism has recognized the need to strengthen the nexus by moving toward the 'humanitarian' and 'development' priorities being equally addressed and funded in health since funding is generally structured to support short-term interventions, through pushing from a pure emergency to a more strategic rehabilitation/development logic.<sup>110</sup> Recent political developments in the country offer the opportunity for the United Nations Country Team and UNICEF to reconsider connectedness between humanitarian and development priorities and develop appropriate strategies.

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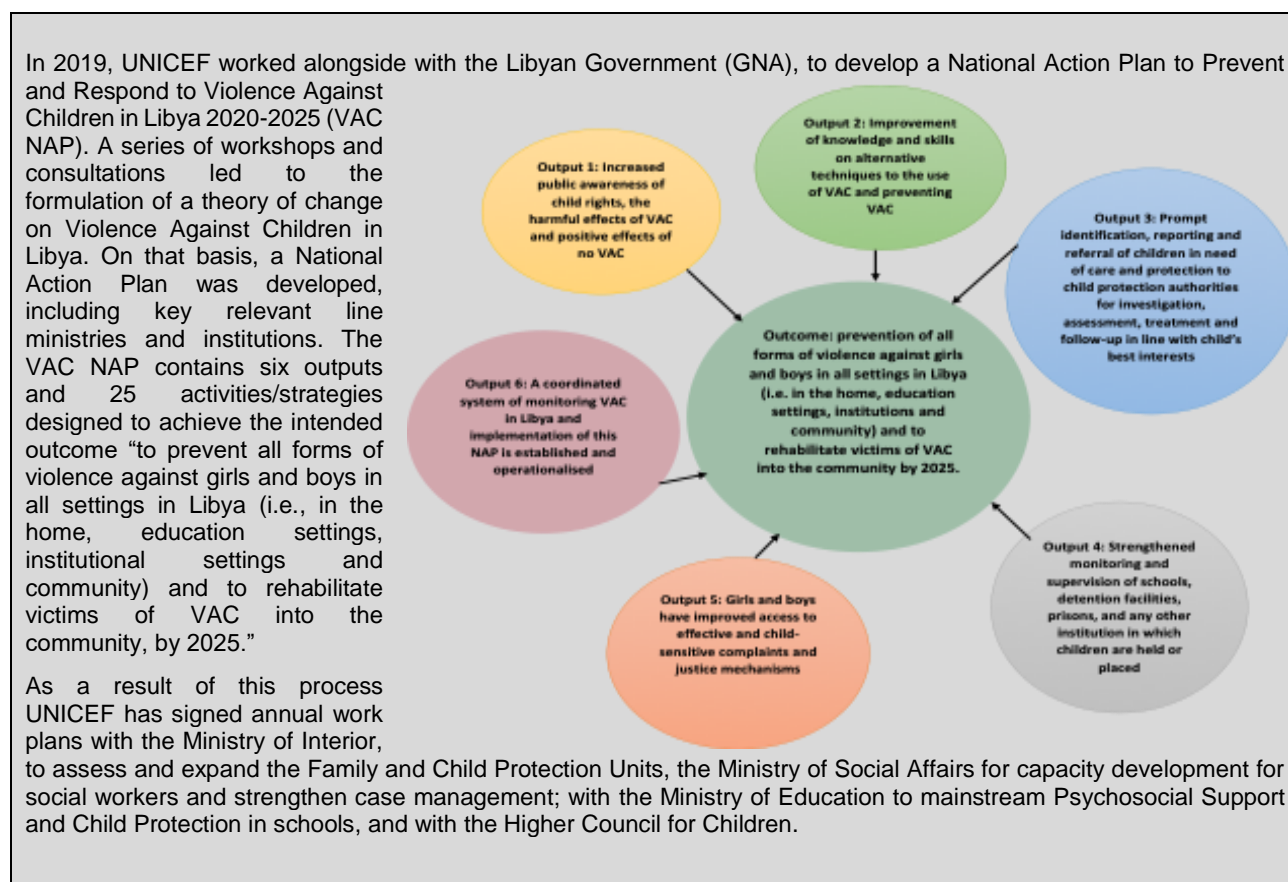
#### 4.4.1 Connectedness: Conclusions and Recommendations

176. **Conclusion 16:** While UNICEF at the global level has a strong commitment to connect humanitarian and developmental actions, at the country level this connection is still in a nascent state, both for the United Nations team and UNICEF, except for coordinating the “Stabilization” programme interventions with municipalities and the global blueprint with the UNHCR ‘A fair deal with children’.
177. **Conclusion 17:** Recent political developments in the country present an opportunity to strengthen the nexus approach within the UNICEF programme; for example, the VAC NAP offers a framework to link emergency child protection response to longer-term objectives.
178. **Recommendation 11:** UNICEF should use the nexus approach more systematically to ensure humanitarian responses build the capacity of partners to deliver services in humanitarian and developmental contexts. The CPD and the HAC should be consistent in approach and be developed to mutually re-enforcing.

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<sup>110</sup> Health Sector Coordination Libya, Functional Review, November 2019, powerpoint presentation

### Box 5 National Action Plan to Prevent and Respond to Violence Against Children in Libya 2020-2025



## 4.5 Comparative Advantage and Strategic Positioning

179. Some of the likely UNICEF Libya comparative advantages emerge from the above sections. UNICEF Libya has worked with many stakeholders at almost all levels. With central government authorities, it has agreed workplans and engaged on supplementing evidence and developing strategies at national level. With municipalities it has implemented practical programmes across the nexus to provide services for host communities and refugees. It has established solid partnerships with international and national NGOs. UNICEF Libya is well embedded in the United Nations country team and contributes to the development of humanitarian assistance and development assistance while leading coordination in the WASH, Nutrition and Education sectors and Child Protection Area of Responsibility within the Protection sector.
180. UNICEF, as a global organization, has more developed systems and theories to connect humanitarian assistance with its developmental activities through its nexus approach. However, only recently the Libya Country Office moved towards implementing the nexus. In particular, the “Stabilization” programme has created an integrated approach to service delivery that could be expanded to other areas and to municipal service provision.
181. UNICEF is a child rights organization and can advocate for child rights with authority. In Libya, the Country Office has used this moderately and focussed instead on affecting positive changes for children through direct implementation, evidence generation for authorities and strategic assistance.

182. The comparative advantage of UNICEF has not been fully used to build and leverage synergies among different stakeholders (ministries and civil society for example) and with donors and UNSMIL (for example on CAFAAG and MRM), especially on critical child protection issues. The lack of a distinctive child protection advocacy strategy - ranging from communication with communities, community mobilisation and participation, to persuasion of governments and donors, synergetic engagement with civil society and international denunciation - illustrates the limited UNICEF investment on leadership.
183. Given that the government is unlikely to be able to provide reliable services for citizens and refugees in the next years, the nexus approach will be of particular importance and UNICEF, having good relations with most stakeholders, will be in a position to play a key role in the next strategic framework. The role that UNICEF can play towards strengthening civil society capacities should be considered as well.
184. With regards to human rights advocacy, UNICEF will need to reflect on the appropriate balance between being very vocal about child rights and working more collaboratively with all stakeholders and advocating from within the system.

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#### 4.5.1 Comparative Advantage and Strategic Positioning: Conclusions and Recommendations

**Conclusion 18:** The UNICEF Libya Country Office has collaborated effectively with diverse stakeholders. The evaluation identified missed opportunities to lead on child rights agendas, with donors and as cluster lead agency.

**Recommendation 12:** UNICEF Libya should provide leadership on the child rights agenda with Libyan authorities and with donors and other international stakeholders.

**Recommendation 13:** UNICEF Libya should have an internal dialogue to determine how best to support civil society capacity building and child rights.

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## 5. Lessons Learned

185. This section highlights what appear to be the most important overall lessons for UNICEF in Libya, which are also lessons that UNICEF institutionally might learn from contexts that share similar features. Three main lessons learned emerged from the evaluation:
186. **Evidence generation:** Evidence generation was a pillar of the Country Programme. The five national information systems rollouts (including EMIS, DHIS, and J4CIMS) were delayed because challenges were greater than anticipated. These included the general lack of familiarity with electronic data systems, power outages and network connection challenges. In addition, the utility of the systems was not explained clearly enough to all stakeholders to support rollout. This affected the ability of UNICEF to generate evidence for children.
187. In the critical effort to generate evidence, collect data and improve data quality, the following elements need to be ensured to secure the investments in the systems: (i) the capacity of community facilities to collect, process, and disseminate data, (ii) access to electricity, data entry equipment and supplies, as well as to the internet, (iii) trained staff and oversight on data integrity and skill usage by supervisors.
188. **Third-party monitoring:** In a context where access is seriously constrained, monitoring programmatic results is a key challenge. The Country Office put considerable efforts into establishing monitoring systems that respond to such challenge, testing out various modalities of third-party monitoring arrangements (i.e., through NGOs, through service providers, and mixed modality). For third-party monitoring to be effective, monitors need to have a solid understanding of the nature of UNICEF programming and of humanitarian work and good reporting capacity.
189. As third-party monitoring is increasingly used by UNICEF in humanitarian contexts, including in the MENA region, it will be important to share what works and what aspects prove difficult in establishing TPM systems in Libya. This will contribute to distilling good practices within the organisation, developing guidance and building tools to establish TPM systems in other countries. Sector-specific training and standard requirements for adhering to humanitarian principles (including PSEA) should be included.
190. **Equity:** Planning by UNICEF demonstrated strong use of available assessment data. However, an updated gender assessment and analysis involving all programmatic areas and partners was needed to support programming and inform on ever-changing group and location-specific gender dynamics. The adolescents and youth focus in Libya is clearly highlighted vis-à-vis their vulnerabilities, but the emphasis on addressing their needs was diluted as a cross-cutting strategy among staff and partners, with no national strategy. It achieved a limited reach and requires more generous funding and stronger feedback regarding activities targeting them in the communities.
191. Cross-sectoral programming is more likely to succeed when staff and partners coordinate effectively to plan and utilize equity focussed assessments, to secure investment of time and funds, and to strengthen coordinated support for vulnerable groups, ensuring that key needs are considered across the sectors. This lesson is particularly relevant for humanitarian action to serve the most vulnerable and where a large percentage of the population is composed of adolescents and youth.

## Annexes

### Annex 1: List of stakeholders interviewed

#	Name	Organization	Position
1.	Abdel-Rahman Ghandour	UNICEF	Special Representative
2.	Narine Aslanyan	UNICEF	Deputy Representative
3.	Ziad Nabulsi	UNICEF	Deputy Representative, Operations
4.	Anna Ressler	UNICEF	Planning, Monitoring and Evaluation
5.	Mohammed Elmejrab	UNICEF	Programme Budget Officer
6.	Yahia Elrayes	UNICEF	Information Management Officer
7.	Ronald Maina	UNICEF	Human Resources
8.	Hussein Moursel	UNICEF	Supply and Logistics
9.	Alla Almsri	UNICEF	Communications
10.	Remy Pigois	UNICEF	Social Policy Manager
11.	Mohammad Younus	UNICEF	Chief Child Survival and Development
12.	Ahmed Ejaeidi	UNICEF	Health Officer
13.	Mohammad Abugalia	UNICEF	Health and Nutrition Officer
14.	Mohammad Almjadleh	UNICEF	WASH Specialist
15.	Asif Mahmood	UNICEF	WASH Officer, Sector Coordinator
16.	Rania Sharshr	UNICEF	Chief Child Protection and Acting Child Protection Working Group (CPWG) Coordinator and GBV WG Co-Coordinator
17.	Khaled Khaled	UNICEF	Child Protection Specialist
18.	Paras Acharya	UNICEF	Education Working Group Coordinator
19.	Ibrahim Farah	UNICEF	Chief of Education
20.	Farah Al Ogbi	UNICEF	Youth Specialist
21.	Suad Nabhan	UNICEF	Youth Specialist
22.	Robert Stryke	UNICEF	Regional Monitoring and Evaluation Advisor
<b>United Nations Partners, Technical Partners</b>			
23.	Gozde Avci	UNDP	Deputy Representative
24.	Berangere Boeli-Youafi	UNFPA	Representative
25.	Hafedh Ben Miled	UNFPA	Programme Coordinator
26.	Marta Dafano	UNFPA	Monitoring and Evaluation



27.	Taher Ghaznavi	UNFPA	Sexual and Reproductive Health Team Leader
28.	Ahlam Sofan	UNFPA	Gender-Based Violence Team Leader
29.	Farid Gul	UNFPA	Gender-Based Violence Working Group Coordinator
30.	Azret Kalmykov	WHO	Health Sector Coordinator
31.	Yacoub Ali El-Hillo	United Nations Resident Coordinator	United Nations Resident and Humanitarian Coordinator
32.	Samy Guessabi	ACF	Country Representative - Tunisia and Libya
33.	Syed Arif Hussain	IOM	Migration Health Coordinator
34.	George Theodory	INTERMOS	CPWG Co-Coordinator and INTERMOS Protection Programme Coordinator
35.	Elisabetta Brumat	UNHCR	Senior Protection Officer, Libya Operation
<b>Government Partners</b>			
36.	Abir Elbukhari	National Center for Disease Control	Head of NCDC Technical Cooperation
37.	Amal Alshahawi	National Center for Disease Control	Head of NCDC Nutrition Program
38.	Mohamed Daganee	Ministry of Health	Director General, Health Information Center
39.	Ezziden Abu Sarawil	General Authority for Water Resource	Head of International Cooperation Office
40.	Abdula Salaam Aburziza	General Company of Water and Wastewater	General Manager of Planning and Projects
41.	Mahmoud Alsharef	High Council for Children	Chairman
42.	Fouzya Mazen	Ministry of Social Affairs	
43.	Abdullah El Shawesh	Ministry of Interior	Family and Child Protection Unit in Zawia
44.	Masauda Elasad	Ministry of Education	Head of Teacher Development Center and Online Learning Committee
45.	Ali Hamzaha	Ministry of Local Governance	Director of International Cooperation
46.	Ibrahim Mohamed	General Company of Water and Wastewater	Chairman, Municipality of Ghat
47.	Al-Forjani Omar	Al-Shwairef Town Hospital	Chairman
48.	Walid Dabbab	Health Services – Zwara	Chairman
<b>Implementing Partners</b>			
49.	Kais Elfakhari	Libyan Red Crescent	Head of the Benghazi Branch

50.	Abdulaziz Hassan Mahmoud	Libyan Society Organization for National Reconciliation and Charity Works	Administration and Financial Manager
51.	Ali Musa	EMDAD Charity Organization	Executive Director
52.	Saleh Alhweij	Essafa Centre for Mental Health	Head of the Center
53.	Chiara Bogoni	CESVI	Head of Mission
54.	Pietro de Nicolai	Intersos	Head of Mission
55.	Emily Beadle	ACTED	Country Director
56.	Abdulrazaq Malos	Multakana	General Manager
57.	Dax Roque	Norwegian Refugee Council	Country Director
58.	Salem Algamody	Shaik Tahir Azzawi Foundation (STACO)	Chairman of the Board
59.	Abdalla Taher	Afaq	Director
60.	Sami Jawadi	Noor Alhayat	Chairman / Director
61.	Naji al fakhry	Noor Alhayat	Child Protection Officer
62.	Nadia Abusrewel	Alnahla Organization for Development and Capacity Building	Executive Manager
63.	Israa Attia	Arab Institute for Human Rights	Programs Officer
<b>Donor Representatives</b>			
64.	Lucia Santuccion	EUTF	Programme Manager for the EU Delegation to Libya
65.	Sandra Goffin	EUTF	Head of Operations EU Delegation to Libya
66.	Gisela Spreitzhofer	EUTF	Programme Manager EUTF Africa
67.	Janis Aizsalnieks	EUTF	Deputy Head of Operations Migration, Governance and Local Authorities EU Delegation to Libya
68.	Giuseppe Vasques	EU Delegation	Youth, Arts, and Culture
69.	Audrey Keranen	US State Department	Political Officer, Libya
70.	Deniz Sertcan	German Embassy to Libya	Head of Development Cooperation
71.	Erminio Sacco	Italian Cooperation for Development (AICS)	Programme Manager, EUTF Programme
72.	Luca di Chiara	Italian Cooperation for	Programme Associate, EUTF Programme

		Development (AICS)	
<b>Other Stakeholders</b>			
73.	Sunil Verma	ABH Partners	EUTF Project Evaluation Leader
74.	Sophia Guirguis	INGO Forum	Director

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## Annex 2: List of background documentation and references

The Country Office provided about 300 documents to the evaluation team. The following list includes those that were given priority by the country office, as well as others used for background data.

### UNICEF LIBYA Country Programme Documents and Humanitarian Documents

1. Libya Country Programme Document, adopted by the United Nations Economic and Social Council, E/ICEF/2018/P/L.16, 19 June 2018
2. Programme Strategy Note, Child Survive and Thrive component (version of 27 January 2019), UNICEF in Libya, CPD 2019-2020 preparation process
3. Programme Strategy Note, Education component (version of 27 January 2019), UNICEF in Libya, CPD 2019-2020 preparation process
4. Programme Strategy Note, Child Protection component (version of 27 January 2019), UNICEF in Libya, CPD 2019-2020 preparation process
5. Programme Strategy Note, Social Policy component (version of 27 January 2019), UNICEF Libya CPD 2019-2020 preparation process
6. Programme Strategy Note, Young People component (version of 27 November 2019), UNICEF Libya CPD 2019-2020 preparation process
7. Annual Report 2018, Country Office Libya (2019) [COAR draft 2 (15.01.19) FINAL.DOC]
8. Annual Report 2018, Country Office Libya (2018)
9. Annual Report 2017, Country Office Libya (2017)
10. End Year RAM Outcome and Output (14.01.2019) (Word document, date of the file to be confirmed)
11. Updated list of indicators (27.01.20)
12. Updated list of indicators (26.08.19)
13. Libya Country Programme Document 2013-2014, UNICEF
14. Libya Country Programme Document extension 2016, UNICEF
15. Libya Country Programme Document extension 2017, UNICEF
16. UNICEF Situation Analysis 2018
17. Humanitarian Action for Children Libya, Appeals 2019, revised July 2019
18. HAC brief – results from 2019 and targets for 2020
19. Education sector documents, assessments, performance indicators (75)
20. WASH sector documents, performance indicators, meeting minutes (30)
21. Child protection sector documents (62)
22. Health and nutrition documents (12)
23. UNICEF response and contingency plan April 2019 to medium and full-scale armed conflict in Western Libya
24. 2019 LCO Partnerships (Excel, 25 interventions)

### United Nations System documents

1. United Nations Strategic Framework for Libya, 2019-2020
2. Humanitarian, Development and Peace Nexus, a New Way of Working, Sabha Nexus Strategy, 2019
3. Programme Criticality Workshop, division of labour among the UNCT (July 2019)
4. Rapid Response Mechanism (RRM) Cooperation (focusing on UNICEF) (IOM, UNFPA, UNICEF and WFP)

5. RRM Operational Plan, Emergency Distribution in Collective Cents, April 2019
6. OHCHR Committee on Migrant Workers - Concluding observations (2019) CMW/C/LBY/CO/1 (2019)
7. Humanitarian Needs Overview 2019, OCHA
8. Humanitarian Needs Overview 2020, OCHA
9. 2019 Libya Humanitarian Response Plan (HRP), OCHA
10. 2020 Humanitarian Response Plan Executive Summary Libya, OCHA
11. <https://reliefweb.int/report/libya/2020-libya-humanitarian-response-plan-enar>
12. <https://www.unocha.org/story/libya-escalation-hostilities-increases-humanitarian-needs>

#### **UNICEF Libya and Joint evaluations and reviews**

1. Libya Joint Education Assessment Report, December 2019
2. REACH Joint Analysis Multi-Sector Needs Assessment (MSNA) key findings, October 2019
3. Gathering and Departure Facility (GDF) mission findings (UNHCR, OCHA, WHO, UNICEF, LibAid, and DCIM) (people of concern)
4. Measles, Rubella, Polio, and Vitamin A National Campaign, December 2019 (review of the 2018 outbreak and response)
5. Rapid Needs Assessment questionnaire

#### **Other Documents**

1. For background reading on the Libyan revolution and civil war, see Andrea Dessì & Ettore Greco (eds.) *The Search for Stability in Libya: OSCE's Role Between Internal Obstacles and External Challenges*, Rome, Nuova Cultura, May 2018, [https://www.iai.it/sites/default/files/iairs\\_1.pdf](https://www.iai.it/sites/default/files/iairs_1.pdf)
2. Berlin Conference Conclusions, see <https://reliefweb.int/report/libya/berlin-conference-libya-conference-conclusions-19-january-2020>
3. On the ongoing talks in Geneva, see <https://news.un.org/en/story/2020/02/1056992> & <https://www.theguardian.com/world/2020/feb/16/libya-arms-embargo-is-a-joke-says-un-envoy-as-ceasefire-talks-stall>
4. On the economic dimension of the conflict, [www.chathamhouse.org/sites/default/files/publications/research/2018-04-12-libyas-war-economy-eaton-final.pdf](http://www.chathamhouse.org/sites/default/files/publications/research/2018-04-12-libyas-war-economy-eaton-final.pdf) & [www.iai.it/sites/default/files/iaip1917.pdf](http://www.iai.it/sites/default/files/iaip1917.pdf) & [www.crisisgroup.org/middle-east-north-africa/north-africa/libya/201-tanks-and-banks-stopping-dangerous-escalation-libya](http://www.crisisgroup.org/middle-east-north-africa/north-africa/libya/201-tanks-and-banks-stopping-dangerous-escalation-libya) & [www.mei.edu/publications/international-financial-commission-libyas-last-hope](http://www.mei.edu/publications/international-financial-commission-libyas-last-hope)
5. International Crisis Group – Libya, <https://www.crisisgroup.org/middle-east-north-africa/north-africa/libya>
6. ReliefWeb Libya Page, <https://reliefweb.int/country/lby>
7. European Council on Foreign Relations (ECFR) Libya Research, [www.ecfr.eu/publications/C307](http://www.ecfr.eu/publications/C307)

#### **UNICEF and UNEG Evaluation Policy and Guidance**

1. Revised evaluation policy of UNICEF, United Nations Children's Fund, Executive Board Annual Session 2018, 11–14 June 2018
2. UNICEF-Adapted UNEG Evaluation Reports Standards, Evaluation Office, Updated June 2017  
UNICEF Global evaluation report oversight system, Handbook for UNICEF Staff & Independent Assessors, June 2017
3. Norms and Standards for Evaluation, United Nations Evaluation Group, 2016

4. UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection, and Analysis; Document Number: CF/PD/DRP/2015-001 Effective Date: 01 April 2015 Issued by: Director, Division of Data, Research, and Policy (DRP)
5. UNICEF Ethical Research Involving Children, Office of Research – Innocenti, 2013
6. Research ethics review feedback template, Review of UNICEF research project materials for the Protection of Human Subjects
7. Guidance Document for the Protection of Human Subjects' Identities
8. Guidance Document of the Protection of Human Subjects' Safety
9. Guidance Document for Protection of Research Data
10. Guidance Document for Informed Consent
11. Informed Consent Form Example
12. Criteria for Ethical Review Checklist
13. Ethical Research Involving Children (ERIC), Childwatch International Research Network, Centre for Children and Young People, Children's Issues Centre, and UNICEF, 2013.

#### **UNICEF Evaluation Tools and Quality Assurance**

1. Evaluation of UNICEF Inception Reports Template
2. Evaluation Review Report Template.

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## Annex 3: Terms of Reference

(In the final version).

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## **Annex 4: Additional Information on the Evaluation Approach and Methodology**

Given the strategic nature of this evaluation, its focus is not on evaluating activities, but rather on evaluating outcomes and outputs specified in the Programme Strategy Notes. The ToCs for the five strategic areas were used as part of the analysis, particularly of the effectiveness criterion. The team assessed the ToCs in terms of their assumptions and hypotheses and UNICEF contributions to result; it also considered the need for updated ToCs.

The evaluation identified the contribution of UNICEF to the changes in relation to the humanitarian development nexus in the CPD, largely through planned and implemented outputs leading to outcomes that can be attributed to UNICEF. The evaluation also identified specific interventions which may have contributed to any observable change.

The evaluation was carried out through a combination of participatory techniques, such as virtual key informant interviews, an online survey directed to UNICEF staff and partners, virtual briefings, and joint reviews of the inception and evaluation reports. In the inception stage, participation and utilization focus were ensured through discussions with the MENA Regional Office Monitoring and Evaluation Advisor and the country office staff (e.g., the Special Representative, the Deputy Representative, the Monitoring and Evaluation Specialist, the chiefs of sections such as Child Development and Survival, Education, and Child Protection) on their expectations and the potential future uses of the evaluation findings. The Evaluation Steering Committee members participated through briefing and debriefing workshops, and some of them have served as key informants.

In the data collection phase, the evaluation involved the participation of UNICEF staff, implementing partners and stakeholders, such as government and local institutions, other United Nations agencies, civil society, NGOs, donors, and other development partners, within the limits of time constraints and the remote modality of the evaluation. The participatory approach took into consideration the views of secondary duty-bearers in contributing to protecting and promoting children's rights. It included discussion of past experiences as well as ideas for the future. Time considerations prevented the collection of information from groups of final beneficiaries / rights-holders (children and women).

In the analysis and reporting phase, feedback on the evaluation report was obtained from stakeholders through discussions following the presentation of preliminary findings during the evaluation debrief held virtually, and through the dissemination of the draft report, as appropriate.

The evaluation paid particular attention to: i) a disaggregated assessment of programme results; ii) an analysis of Libya Country Office strategies and interventions to address the structural causes of inequities and disparities across various groups; iii) an understanding of how programmatic outcomes addressed the shortfalls and disparities in accelerating progress towards the fulfilment of children's rights.

The evaluation assessed to what extent an equity focus was included by UNICEF in the design and implementation of the Country Programme as a way to understand and address the root causes of inequity, and to inform the provision of access to education, health care, protection and social inclusion services. The equity perspective considers worst-off groups, such as refugee and migrant children, street children, the children of school dropouts, and those with disabilities. More specifically, this approach assesses how and to what extent equity was considered as a way to bring a positive focus on the most vulnerable children and parents, including children with disabilities, enabling them to benefit from progress towards the SDGs.



The evaluation team analysed the involvement of girls and boys, women and men in programme components, whether as active participants or mere recipients. This includes assessing: i) the use of gender participatory planning and participatory monitoring and evaluation when designing and implementing sub-projects, interventions and initiatives, and, if feasible given the complex context and data availability challenges, ii) the application and use of skills and knowledge learned to improve socio-economic conditions and increase the participation of girls and women as beneficiaries.

Since no face-to-face interactions with beneficiaries could take place, the evaluation used secondary data from the available documentation, such as evaluations and reviews. These assessed gender sensitivity in depth, including changes in participation and living standards for girls and women. The secondary data was used as a basis for discussion and collection of primary data in the form of opinions from key informants. The written set of questions directed to UNICEF staff and partners also contained questions on cross-cutting issues, including gender sensitivity.

The combination of secondary data, key informant briefings and opinions, and responses to the written set of questions provided sources for triangulation and validation and helped to ensure attention to differences and diversity, inclusion, and gender equality. The strategic direction and the recommendations were also informed by the power relations among the actors in the current governance context as they directly relate to UNICEF contributions. The key guidance for this purpose was the 'UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation'.

Through the data collection methods described, the evaluation team gave special attention to data disaggregated in terms of women, girls, men and boys to allow validation of findings by gender and age groups. Data collection was a one-time exercise during the planned time frame with no further follow-up. The evaluation team was supported by the services of an Arabic-speaking interpreter. Prior to the data collection, the evaluation team provided oral and written guidance to the interpreter, including ethical guidance, non-disclosure of the sources of data collected (see section 5.6), and the objectives of the evaluation and the evaluation questions.

Key informant interviews were organized with the support of the Libya Country Office based on an agreed sampling plan with the evaluation team. The interview guide was provided to key informants prior to the interviews. Interviewees received assurances of confidentiality from the evaluation team prior to the discussions and were asked to read and sign the letter of informed consent presented below. Interviewees often provided consent verbally in order not to slow down the process. The contents of interviews and meetings were framed by the list of evaluation criteria and questions. The interviews were semi-structured. They relied on a list of issues to be discussed but interviewers framed the questions spontaneously to encourage a free flow of ideas and information.

In keeping with the Steering Committee request for simple data collection tools, the on-line surveys were short, containing 12-15 questions, some of which were open-ended. The models have been used successfully in other UNICEF evaluations in the MENA region and were modified for this evaluation. The survey was administered through Survey Monkey, which allowed the results to be analysed in various ways. Confidentiality and anonymity were ensured. The administration of the survey required strong buy-in by the Libya Country Office with high level encouragement for staff and partners to participate. The complementary use of key informant interviews and the on-line survey was helpful to collect opinions from more than one informant in the same organisation. As recommended by Steering Committee members, attempts were made to include the cluster leaders and implementing partners, and to reach municipal leaders who are critical stakeholders given the fragmentation of the country.

The **evaluation matrix** guided the data collection process to find specific evidence for each evaluation criterion and question, with hypotheses, assumptions, indicators or success standards, sources of

information, and data collection methods (see Annex 6: Evaluation matrix). The focus was on knowledge gaps and higher-level strategic areas of the CPD.

The analysis of documents, survey replies, meetings, and interviews used the 'before' and 'after' parameters to understand what changed before and following UNICEF interventions. This analysis also sought explanations other than the Country Programme interventions for the changes identified, and tested their plausibility.

Regarding the attribution of output-level results to UNICEF and the analysis of the contribution of UNICEF at the outcome level, the evaluation team used contribution analysis to explore the cause-and-effect relationship, as described above. This helped to determine if there was a tangible contribution of UNICEF to expected outcomes, whether the achievement of outputs can be attributed to UNICEF, and whether these influenced progress toward national development priorities and children's and women's needs and rights.

### **Ethical considerations**

The following guidance documents were used as needed:

- [UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis](#) (Division of Data, Research and Policy (DRP), (CF/PD/DRP/2015-001), 1 April 2015)
- Guidance Document for the Protection of Human Subjects' Safety
- Guidance Document for the Protection of Human Subjects' Identities
- Guidance Document for Protection of Research Data
- Guidance Document for Informed Consent
- Criteria for Ethical Review Checklist
- Informed Consent Form Example
- Ethical Research Involving Children (ERIC), Childwatch International Research Network, Centre for Children and Young People, Children's Issues Centre, and UNICEF, 2013

The Evaluation was carried out in accordance with ethical issues and considerations from the United Nations Evaluation Group (UNEG), including:

- UNEG Ethical Guidelines
- UNEG Code of Conduct for Evaluation in the United Nations system, as well as the OECD/DAC evaluation principles, guidelines and quality standards.<sup>111</sup>

The UNEG ethical standards that guided the evaluation include the obligations of evaluators (independence, impartiality, credibility, freedom from conflicts of interest, accountability), and the ethical safeguards for participants appropriate for the issues described (respect for dignity and diversity, right to self-determination, fair representation, compliance with codes for vulnerable groups, confidentiality, and avoidance of harm).

The UNEG ethical considerations incorporated in these meetings are the following:

- **Confidentiality:** The evaluators respected people's right to provide information in confidence and made participants aware of the scope and limits of confidentiality. They ensured that sensitive

<sup>111</sup> See the 2016 UNEG Norms and Standards (<http://www.uneval.org/document/detail/1914>), as well as the UNEG Code of Conduct for Evaluation in the United Nations system (<http://www.unevaluation.org/document/detail/100>), and the UNEG Ethical Guidelines for Evaluation (<http://www.unevaluation.org/ethicalguidelines>).

information cannot be traced to its source so that the relevant individuals are protected from reprisals.

- Avoidance of Harm: There is always the potential that evaluations can have a negative effect on those who participate in them or those who are the subject of evaluation. Therefore, the evaluators sought to minimize risks to, and burdens on, those participating in the evaluation; and to maximize the benefits and reduce any unnecessary harms that might occur from negative or critical evaluation, without compromising the integrity of the evaluation.<sup>112</sup>

The methodology adopted did not require consultation and collection of primary data from children. However, stakeholders and civil society actors were consulted. As per the Ethical Review Board's recommendations, all subjects for interviews and participation in the survey were offered an informed consent agreement. Potential risks to subjects or to the integrity of the evaluation were addressed as follows:

- To limit the potential that the subjects' responses were affected by any of the risks, it was ensured that their participation was by choice and confidential, both for the survey and the key informant interviews.
- Evaluators did not request information or opinions where public disclosure could limit future freedoms and access to services.
- The involvement of the key informants was predicated by assurances of confidentiality that were included in the survey introduction and the interview guides. The evaluation team ensured follow-through on these assurances, and the information received remained confidential to the evaluation team.
- The names of key informants and survey respondents were kept separate from the responses. The responses were included in the evaluation matrix format with reference only to secondary sources.

The Informed Consent form for key informants and survey respondents is included below. The team collected the forms, copies of which were left with respondents.

### **Informed Consent Form**

Hello, my name is \_\_\_\_\_, and I work with Lattanzio, as an independent consultant.

I/We are (part of) a four person team conducting a Country Program Evaluation on the Libya Country Program during the period 2019-2020. The Country Program Evaluation is commissioned by the UNICEF Middle-East and North Africa (MENA) Regional Office (RO) with headquarters in Jordan.

The evaluation team is collecting opinions and recommendations to help the UNICEF Libya Country Office gather lessons learned and good practices and to plan the way forward. We are looking to answer questions on relevance, effectiveness, efficiency, connectedness, and sustainability, and comparative advantage and strategic positioning.

We would very much appreciate your participation in this interview or survey. You will be asked to participate in only one of these methods and not both.

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<sup>112</sup> See the UNEG Ethical Guidelines for Evaluation

The interview with you will take about an hour to complete in a virtual application such as Skype or WhatsApp with one or two of the evaluators. The on-line survey should take 15-20 minutes to complete on your own.

The information you provide will be strictly confidential and never connected to you. Other people will not know what you have said. We will put information we learn from you together with information we learn from other people we interview. No one will be able to tell what information came from you. When we tell other people about this research, we will never use your name, and no one will ever know what answers you gave. Only a few researchers will have access to this information, and all information will be stored safely under the care of the team leader.

Your participation in this evaluation will benefit children in the future, as your responses may improve understanding about ways that UNICEF can provide better and more relevant services.

Your participation in this evaluation is voluntary. This will be the only time that we will interview you or ask you to complete the survey.

If you don't want to participate in the evaluation, it is OK. If you want to be in the evaluation, and change your mind later, that's OK too. You can stop at any time. If you agree to participate, you can decide not to answer any question and can stop the interview at any time. Your decision about whether to participate in this evaluation or to answer any specific questions will in no way affect your standing with UNICEF. If you do choose to participate, please answer the questions honestly and openly, so that we can understand your experience and find out what you really think and have experienced.

Before you say yes or no to participating in this evaluation study, the evaluation team members will answer any questions you have. You can ask questions at any time during the interview or as you are filling out the survey. You may also contact *[name & contact info]* if you have any questions or concerns.

Do you have any questions now?

Do you understand everything that has been explained?

Do you agree to participate in this interview or the on-line survey?

## Annex 5: Evaluation Criteria and Questions

TOR Evaluation Question (EQ)	Suggested Modifications	Final Evaluation Questions
<b>Relevance</b>		
EQ 1: To what extent does the Libya Country Programme (CP) and the Humanitarian Action for Children (HAC) respond to the priority needs (humanitarian and developmental) of the country (including programme scope, as well as geographic focus)?	No modifications	EQ 1: To what extent does the Libya Country Programme (CP) and the Humanitarian Action for Children (HAC) respond to the priority needs (humanitarian and developmental) of the country (including programme scope, as well as geographic focus)?
EQ2. To what extent has the Country Office been able to respond to changes in national needs, priorities or shifts caused by political changes and renewed armed conflict? Has the Country Office been able to maintain results for children in this environment?	Move second part of question to Effectiveness and merge with other questions.  Has the Country Office been able to maintain results for children in this environment?	EQ2. To what extent has the Country Office been able to respond to changes in national needs, priorities or shifts caused by political changes and renewed armed conflict?
EQ3. To what extent are the Country Office (CO) programme strategies aligned to strategies of other stakeholders (e.g., United Nations Strategic Framework, Consolidated Appeal, Libyan government strategies, donor strategies, implementing partner's strategies)	No modifications	EQ3. To what extent are the Country Office (CO) programme strategies aligned to strategies of other stakeholders (e.g., United Nations Strategic Framework, Consolidated Appeal, Libyan government strategies, donor strategies, implementing partner's strategies)
EQ4. To what extent did the design and the interventions of the Country Programme Document integrate cross cutting issues such as gender, youth, child rights, humanitarian principles and preparedness for humanitarian crisis?	No modifications	EQ4. To what extent did the design and the interventions of the Country Programme Document integrate cross cutting issues such as gender, youth, child rights, humanitarian principles and preparedness for humanitarian crisis?
<b>Efficiency</b>		
EQ5. Are UNICEF approaches (programmatic approaches, advocacy, communications, support, etc.) resources, models, conceptual frameworks, and national partnerships relevant to achieve planned outcomes?	No modifications	EQ5. Are UNICEF approaches (programmatic approaches, advocacy, communications, support, etc.) resources, models, conceptual frameworks, and national partnerships relevant to achieve planned outcomes?

TOR Evaluation Question (EQ)	Suggested Modifications	Final Evaluation Questions
EQ 6. To what extent did the programme structure (particularly with regard to human resources structure and monitoring systems) successfully enable effective programme delivery, including with regard to footprint in Libya, remote management structures / staff rotation into Libya, third-party monitoring systems, etc?	"Footprint in Libya" changed to geographic presence in Libya	EQ 6. To what extent did the programme structure (particularly with regard to human resources structure and monitoring systems) successfully enable effective programme delivery, including with regard to geographic presence in Libya, remote management structures / staff rotation into Libya, and third-party monitoring systems, etc.?
<b>Effectiveness</b>		
EQ 7. To what extent were programme outputs (short-term/intermediate results) delivered and did they contribute to progress toward the stated programme outcomes, e.g., supporting an enabling environment, improving supply and quality of services.	No modifications	EQ7. To what extent were programme outputs (short-term/intermediate results) delivered and did they contribute to progress toward the stated programme outcomes, e.g., supporting an enabling environment, improving supply and quality of services?
EQ 8. To what extent did different groups, including children (with the focus on the most marginalised ones) benefit from the Country Programme? [what was the Programme's reach – who and how many did the programme benefit]	Following the CP, Included women girls, boys, youth	EQ 8. To what extent did different groups, including women, girls and boys, children and youth (with the focus on the most marginalised) benefit from the Country Programme?
EQ 9. What are the major factors influencing the achievement (or not) of Country Programme and HAC outputs? (e.g., external factors – political, social economic, internal factors – quantity, quality, timeliness of delivery) What influence did these factors have on achievement (or not) of Country Programme and Humanitarian Action for Children outcomes? Were there any positive or negative unintended effects?	<p>To avoid confusion on CP and HAC, we refer to Country Programme for the UNICEF action in Libya which is composed of:</p> <ol style="list-style-type: none"> <li>1. Strategy and output framework outlined in the Country Programme Document</li> <li>2. Strategy and output framework outlined in the HAC.</li> </ol> <p>This question encompasses the previous relevance question:</p> <p>Has the Country Office been able to maintain results for children in this environment?</p>	<p>EQ 9. What are the major factors influencing the achievement (or not) of Country Programme Document(s) outputs? (e.g., external factors - political, social economic, internal factors – quantity, quality, timeliness of delivery) and what influence did these factors have on achievement (or not) of the Country Programme?</p> <p>Were there any positive or negative unintended effects?</p>

TOR Evaluation Question (EQ)	Suggested Modifications	Final Evaluation Questions
	Added: unintended effects	
EQ 10. To what extent do the achieved results take into account gender, youth and respect for the human rights agenda, the Child Rights Convention and humanitarian principles?	No modification	EQ 10. To what extent do the achieved results take into account gender, youth and respect for the human rights agenda, the Child Rights Convention and humanitarian principles?
<b>Impact</b>		
EQ 11. To what extent are programme results likely to contribute to mid to long-term improvement in the lives of girls and boys in Libya?	Suggest remove criteria and question as data after only one year is insufficient	Remove criteria and question
EQ 12. Has the programme led to any positive or negative unintended impacts?	Suggest remove criteria and question as data after only one year is insufficient  Included unintended in effectiveness section	Remove criteria and question
<b>Connectedness</b>		
EQ 13. To what extent does the Country Programme reflect the humanitarian-development nexus logic and how can nexus programming be strengthened in the Country Programme and HAC?	No modifications	EQ 11. To what extent does the Country Programme reflect the humanitarian-development nexus logic and how can nexus programming be strengthened in the Country Programme and HAC?
<b>Proposed new criterion: Comparative advantage and strategic positioning</b>		
EQ 12. What is the UNICEF comparative advantage in the national context?	Potential added question	
EQ 13. Did the CP help to strategically position UNICEF in the national development and humanitarian context (with national institutions, United Nations partners, other development partners, Academia, and NGOs)?	Potential added question	
EQ 14. How should UNICEF position itself in the country, in the next CP, in	Potential added question	

TOR Evaluation Question (EQ)	Suggested Modifications	Final Evaluation Questions
response to national needs, changes and emerging issues, and given the results achieved so far?		
EQ 15. What are examples of high level, upstream policy/advocacy work? Where was UNICEF most and least influential? What upstream work should definitively take place in the next CP? Should UNICEF continue to implement some targeted pilot / small-scale projects that have the potential to be replicated by local and national institutions?	Potential added questions	



## Annex 6: Evaluation Matrix

### UNICEF Libya Country Programme Evaluation (2019-2020) -- Evaluation Matrix (February 2020)

#### Relevance

Evaluation Hypothesis to be tested with regard to Relevance: *The UNICEF Libya Country Programme and the Humanitarian Action for Children have appropriately responded to the priority needs (humanitarian and developmental) of the country including the programme scope as well as geographic focus.*

**Evaluation Question 1:** To what extent does the Libya Country Programme (CP) and the Humanitarian Action for Children (HAC) respond to the priority needs (humanitarian and developmental) of the beneficiaries in the country (including programme scope, as well as geographic focus)?

**Evaluation Question 2:** To what extent has the Country Office been able to respond to changes in national needs, priorities or shifts caused by political changes and renewed armed conflict?

**Evaluation Question 3:** To what extent are the Country Office (CO) programme strategies aligned to strategies of other stakeholders (e.g., United Nations Strategic Framework, Consolidated Appeal, Libyan government strategies, donor strategies, implementing partner's strategies)

**Evaluation Question 4:** To what extent did the design and the interventions of the Country Programme Document integrate cross cutting issues such as gender, youth, child rights, humanitarian principles and preparedness for humanitarian crisis?

Assumptions for relevance based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 1.1 The CP responds to humanitarian needs.</p> <p>EQ 1.2 The CP responds to developmental needs.</p> <p>EQ 1.3 The CP scope is appropriate.</p> <p>EQ 1.4 The CP geographic focus is appropriate.</p> <p>EQ 1.5 The HAC responds to humanitarian needs.</p> <p>EQ 1.6 The HAC interfaces with developmental needs.</p> <p>EQ 1.7 The HAC scope is appropriate.</p> <p>EQ 1.8 The HAC geographic focus is appropriate.</p>	<ul style="list-style-type: none"> <li>▪ Evidence that the Country Programme is built upon joint assessments of humanitarian needs and their prioritization</li> <li>▪ Evidence that the Country Programme is built upon joint and participatory assessments of developmental needs</li> <li>▪ The degree to which the CP responds to humanitarian needs and developmental needs</li> <li>▪ Evidence that the CP geographic focus is appropriate</li> <li>▪ Evidence that the HAC responds to humanitarian needs and development needs</li> <li>▪ Evidence that the HAC scope is appropriate</li> <li>▪ Evidence that the HAC geographic focus is appropriate</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ United Nations joint plans and humanitarian and development nexus strategies</li> <li>▪ Libya joint needs assessments</li> <li>▪ Sector documents, government plans, ministerial plans, and strategies, etc.</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ Key informants</li> <li>▪ Interactive maps of UNICEF Libya response</li> <li>▪ Interactive map of UNOCHA Libya Humanitarian</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guides</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and the Crisis Management Team (CMT)</li> </ul>

Assumptions for relevance based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 2. The Country Office has been able to respond to changes in national needs, priorities or shifts caused by political changes and renewed armed conflict.</p>	<ul style="list-style-type: none"> <li>▪ Evidence that the CO has taken into consideration the contextual changes in its ongoing planning and implementation</li> <li>▪ The degree and timeliness to which the CO has responded to political changes and modified the CP</li> <li>▪ The degree and timeliness to which the CP has responded to renewed armed conflict</li> </ul>	<ul style="list-style-type: none"> <li>▪ Maps of UNICEF interventions over time</li> <li>▪ Timelines and maps of conflict-affected areas</li> <li>▪ Timelines of political changes</li> <li>▪ Programme document revisions and indicator updates</li> <li>▪ Rapid Response Mechanisms</li> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ United Nations joint plans and humanitarian and development nexus strategies</li> <li>▪ Libya joint needs assessments</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Comparison of shifts in CP strategies as related to the changes in needs, political changes and armed conflict</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

Assumptions for relevance based on evaluation questions	Possible Indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 3. The Country Office (CO) programme strategies are aligned to strategies of other stakeholders (e.g., United Nations Strategic Framework, Humanitarian Response Plan, Libyan government strategies, donor strategies, implementing partner's strategies).</p>	<ul style="list-style-type: none"> <li>▪ The degree to which the CO programme strategies are aligned to the UNSF</li> <li>▪ The degree to which the CO programme strategies are aligned to the Humanitarian Response Plan</li> <li>▪ The degree to which the CO programme strategies are aligned to Libyan government strategies</li> <li>▪ Degree to which the CP supports the ministerial strategic documents</li> <li>▪ The degree to which the CO programme strategies are aligned to donor strategies</li> <li>▪ The degree to which the CO programme strategies are aligned to implementing partner's strategies</li> <li>▪ Confirmation of complementarity among UNICEF global strategies with regional and national strategies</li> <li>▪ Complementarity among UNICEF strategy in Libya and the Core Commitments for Children in Humanitarian Action</li> <li>▪ Complementarity between UNICEF needs analysis as expressed in the HAC and the OCHA Humanitarian Needs Overview</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ UNICEF global, regional and country based strategies</li> <li>▪ United Nations joint plans and humanitarian and development nexus strategies</li> <li>▪ The UNSF and related annual reports and evaluations</li> <li>▪ The Consolidated Appeal</li> <li>▪ The Humanitarian Response Plan</li> <li>▪ Sector documents, government and IP plans and strategies, etc.</li> <li>▪ Donor strategies</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ Key informants</li> <li>▪ Other programme and project documents</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

Assumptions for relevance based on evaluation questions	Possible Indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 4. The design and the interventions of the Country Programme Document are integrated with cross cutting issues such as gender, youth, child rights, humanitarian principles and preparedness for humanitarian crisis.</p>	<ul style="list-style-type: none"> <li>▪ Evidence that the design and interventions of the Country Programme Document are integrated with gender</li> <li>▪ Evidence that the design and interventions of the Country Programme Document are integrated with youth</li> <li>▪ Evidence that the design and interventions of the Country Programme Document are integrated with child rights</li> <li>▪ Evidence that the design and interventions of the Country Programme Document are integrated with humanitarian principles</li> <li>▪ Evidence that the design and interventions of the Country Programme Document are integrated with preparedness for humanitarian crisis</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relevant human rights instruments</li> <li>▪ CEDAW</li> <li>▪ The Child Rights convention</li> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ Sector documents, government plans and strategies, etc.</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ Key informants</li> <li>▪ Decision and contract budgets</li> <li>▪ Other programme and project documents</li> <li>▪ Programme contribution agreements</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

## Efficiency

**Evaluation Hypothesis to be tested with regard to Efficiency:** *UNICEF approaches, resources, models, conceptual frameworks and national partnerships are relevant to achieve planned outcomes.*

EQ 5. Are UNICEF approaches (programmatic approaches, advocacy, communications, support) resources, models, conceptual frameworks, and national partnerships relevant to achieve planned outcomes?

EQ 6. To what extent did the programme structure (particularly with regard to human resources structure and monitoring systems) successfully enable effective programme delivery, including with regard to geographic presence in Libya, remote management structures / staff rotation into Libya, and third-party monitoring systems, etc.?

Assumptions for efficiency based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 5. UNICEF approaches (programmatic approaches, advocacy, communications, support, etc.) resources, models, conceptual frameworks, and national partnerships are relevant to achieve planned outcomes.</p>	<ul style="list-style-type: none"> <li>▪ The degree to which the programme strategies (5) and implementation modalities support an appropriate approach to achieve planned outcomes.</li> <li>▪ The degree to which the advocacy approach is relevant to achieve planned outcomes</li> <li>▪ The degree to which the communications approach is relevant (indicators)</li> <li>▪ The degree to which (human and material) resources are relevant</li> <li>▪ The degree to which the conceptual frameworks are relevant</li> <li>▪ The degree to which the national partnerships are relevant</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ Annual Work plans</li> <li>▪ Country Office Annual reports</li> <li>▪ RAM Output and Outcomes</li> <li>▪ Sector documents, government plans and strategies, etc.</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ Key informants</li> <li>▪ Decision and contract budgets</li> <li>▪ Other programme and project documents</li> <li>▪ Programme contribution agreements</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guides</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Analysis of programme strategies and milestones to planned results</li> <li>▪ Challenges and achievements mentioned in the monitoring documents</li> <li>▪ Triangulation of sources of information</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

Assumptions for efficiency based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 6. The programme structure (particularly with regard to human resources structure and monitoring systems) has successfully enabled effective programme delivery, including with regard to the geographic coverage in Libya, remote management structures / staff rotation into Libya, third-party monitoring systems, etc.</p>	<ul style="list-style-type: none"> <li>▪ Evidence that the human resources structure has enabled effective programme delivery</li> <li>▪ Evidence that monitoring systems have enabled effective programme delivery</li> <li>▪ The degree to which the UNICEF geographic coverage in Libya is enabling delivery (define footprint)</li> <li>▪ The degree to which the remote management structures are enabling delivery</li> <li>▪ The degree to which staff rotation into Libya is efficient</li> <li>▪ The degree to which third-party monitoring systems are enabling delivery</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ Indicator matrix for tracking outputs and milestones</li> <li>▪ Annual Work plans</li> <li>▪ Country Office annual reports</li> <li>▪ RAM output and outcomes</li> <li>▪ Reports from remote management and third-party monitoring systems</li> <li>▪ Interactive maps of UNICEF Libya response</li> <li>▪ Interactive map of UNOCHA Libya Humanitarian</li> <li>▪ Key informants</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guides</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Triangulation of sources of information on the functioning of the human resources structure, including rotation into Libya, and challenges; the programme monitoring systems and challenges; and the third-party monitoring systems and their challenges</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

### Effectiveness

**Evaluation Hypothesis to be tested with regard to Effectiveness:** *UNICEF programme outputs were delivered and they contributed to progress toward the stated programme outcomes by supporting an enabling environment and improving supply and quality of services.*

EQ 7. To what extent were programme outputs (short-term/intermediate results) delivered and did they contribute to progress toward the stated programme outcomes, e.g., supporting an enabling environment, and improving supply and quality of services.

EQ 8. To what extent did different groups, including women, girls and boys, children and youth (with the focus on the most marginalised) benefit from the Country Programme?

EQ 9. What are the major factors influencing the achievement (or not) of Country Programme Document(s) outputs? (e.g., external factors – political, social economic etc, internal factors – quantity, quality, timeliness of delivery, etc) and what influence did these factors have on achievement (or not) of the Country Programme?

Were there any positive or negative unintended effects?

EQ 10. To what extent do the achieved results take into account gender, youth and respect for the human rights agenda, the Child Rights Convention and humanitarian principles?

Assumptions for effectiveness based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 7. UNICEF effectively delivered programme outputs (short-term / intermediate results) and they contributed to progress toward the stated programme outcomes, e.g., supporting an enabling environment, improving supply and quality of services, among others.</p>	<ul style="list-style-type: none"> <li>▪ Extent to which programme outputs were effectively delivered in 3 outcome areas and basic services (WASH, Health and Nutrition, Education, Child Protection and in view of their respective indicators)</li> <li>▪ Extent to which outputs contributed to progress toward the planned outcomes</li> <li>▪ Extent to which outputs contributed to supporting an enabling environment</li> <li>▪ Extent to which outputs supported improving supply of services</li> <li>▪ Extent to which outputs supported improving quality of services</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ Indicator matrix for tracking outputs and milestones</li> <li>▪ Annual Work plans</li> <li>▪ Country Office Annual reports</li> <li>▪ RAM Output and Outcomes</li> <li>▪ UNICEF Emergency Response RRM</li> <li>▪ Sector dashboards and UNICEF interactive maps</li> <li>▪ Sector updates and meeting minutes</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ Key informants</li> </ul>	<ul style="list-style-type: none"> <li>▪ Indicator matrix for tracking outputs and milestones</li> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guides</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> <li>▪ Contribution analysis tools</li> </ul>



Assumptions for effectiveness based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 8. UNICEF reached the most marginalized children and different groups, including children, who benefitted from the Country Programme.</p>	<ul style="list-style-type: none"> <li>▪ Proportion of marginalized children and others from different groups benefitting from the UNICEF Country Programme</li> <li>▪ The extent of geographical reach of the Country Programme</li> <li>▪ Numbers of people from various targeted groups reached</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ Indicator matrix for tracking outputs and milestones</li> <li>▪ Annual Work plans</li> <li>▪ Country Office Annual reports</li> <li>▪ RAM Output and Outcomes</li> <li>▪ Sector documents, government plans and strategies, etc.</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ Key informants</li> <li>▪ Programme contribution agreements</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> <li>▪ Contribution analysis tools</li> </ul>
Assumptions for effectiveness based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 9. UNICEF effectively addressed the major factors influencing the achievement (or not) of Country Programme outputs and outcomes (e.g., external factors - political, social economic etc, internal factors – quantity, quality, timeliness of delivery, among others).</p> <p>UNICEF avoided unintended negative effects.</p>	<ul style="list-style-type: none"> <li>▪ The degree to which challenges affected the achievement of CP outputs</li> <li>▪ The degree to which enabling factors influenced the achievement of CP outputs</li> <li>▪ Evidence that UNICEF effectively addressed the challenges to promote achievement of the outputs and outcomes</li> <li>▪ Evidence that UNICEF effectively used the enabling factors to promote achievement of the outputs and outcomes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ Indicator matrix for tracking outputs and milestones</li> <li>▪ Annual Work plans</li> <li>▪ Country Office Annual reports</li> <li>▪ RAM Output and Outcomes</li> <li>▪ Sector documents, government plans and strategies, etc.</li> <li>▪ UNSMIL weekly updates</li> <li>▪ Rapid Response Mechanism</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ Key informants</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

Assumptions for effectiveness based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 10. Results achieved by UNICEF take into account gender, youth and respect for the human rights agenda, the Child Rights Convention and humanitarian principles.</p>	<ul style="list-style-type: none"> <li>▪ The degree to which results achieved by UNICEF take into account gender</li> <li>▪ The degree to which results achieved by UNICEF take into account youth</li> <li>▪ The degree to which results achieved by UNICEF take into account respect for the human rights agenda</li> <li>▪ The degree to which results achieved by UNICEF take into account the Child Rights convention</li> <li>▪ The degree to which results achieved by UNICEF take into account humanitarian principles</li> <li>▪ The degree to which results achieved by UNICEF take into account the Core Commitments for Children in Humanitarian Action</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relevant human rights instruments</li> <li>▪ CEDAW</li> <li>▪ The Child Rights convention</li> <li>▪ Relevant guidance on humanitarian principles</li> <li>▪ Country Programme Documents</li> <li>▪ Annual Work plans</li> <li>▪ Country Office Annual reports</li> <li>▪ Sector documents, government plans and strategies, etc.</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ Indicator matrix for tracking outputs and milestones</li> <li>▪ Key informants</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

**Connectedness**

**Evaluation Hypothesis to be tested with regard to Connectedness:** *The UNICEF Country Programme reflects the humanitarian-development nexus logic.*

EQ 11. To what extent does the Country Programme reflect the humanitarian-development nexus logic and how can nexus programming be strengthened in the Country Programme and HAC?

Assumptions for connectedness based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and a analysis tools
EQ 11. The UNICEF Country Programme reflects the humanitarian-development nexus logic.	<ul style="list-style-type: none"> <li>▪ Evidence that the CP reflects the humanitarian-development nexus logic</li> <li>▪ The degree to which the nexus programming requires strengthening in the CP and HAC</li> <li>▪ Evidence that UNICEF was able to address the nexus in the accessible areas</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> <li>▪ Annual Work plans</li> <li>▪ Country Office Annual reports</li> <li>▪ Sector documents, government plans and strategies, etc.</li> <li>▪ Reports of donors, United Nations agencies</li> <li>▪ United Nations joint plans and humanitarian and development nexus strategies</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

### Comparative Advantage and Strategic Positioning

**Evaluation Hypothesis to be tested with regard to Comparative Advantage and Strategic Positioning:** *UNICEF has used its comparative advantage in the national context to strategically position its Country Programme.*

EQ 12. What is the comparative advantage of UNICEF in the national context?

EQ 13. Did the CP help to strategically position UNICEF in the national development and humanitarian context ? (with national institutions, United Nations partners, other development partners, Academia, and NGOs)

EQ 14. How should UNICEF position itself in the country, in the next CP, in response to national needs, changes and emerging issues, and given the results achieved so far?

EQ 15. What are examples of high level, upstream policy/advocacy work? Where was UNICEF most and least influential? What upstream work should definitively take place in the next CP? Should UNICEF continue to implement some targeted pilot / small-scale projects that have the potential to be replicated by local and national institutions?

Assumptions for Comparative Advantage and Strategic Positioning based on evaluation questions	Possible Indicators and measures of success	Source of information	Data collection and analysis tools
EQ 12. UNICEF has a comparative advantage in the national context.	<ul style="list-style-type: none"> <li>▪ Indications from UNICEF and stakeholders about how well the comparative advantage of UNICEF was reflected by the CP implementation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Replies to survey(s) from UNICEF staff and partners</li> <li>▪ Notes from key informant interviews and meetings</li> <li>▪ Annual Report 2019</li> <li>▪ Evaluations</li> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

Assumptions for comparative advantage and strategic positioning based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
EQ 13. The CP helped to strategically position UNICEF in the national development and humanitarian context (with national institutions, United Nations partners, other development partners, Academia, and NGOs).	<ul style="list-style-type: none"> <li>▪ Indications from UNICEF and stakeholders about how can UNICEF be better strategically positioned in the national development context</li> </ul>	<ul style="list-style-type: none"> <li>▪ Replies to survey(s) from UNICEF staff and partners</li> <li>▪ Notes from key informant interviews and meetings</li> <li>▪ Annual Report 2019</li> <li>▪ Evaluations</li> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>
Assumptions for comparative advantage and strategic positioning based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
EQ 14. UNICEF could position itself better in the country and in the next CP, in response to national needs, changes and emerging issues, and given the results achieved so far.	<ul style="list-style-type: none"> <li>▪ Indications from UNICEF and stakeholders about how could UNICEF position itself in the country, in the next CP, in response to national needs, changes and emerging issues</li> </ul>	<ul style="list-style-type: none"> <li>▪ Replies to survey(s) from UNICEF staff and partners</li> <li>▪ Notes from key informant interviews and meetings</li> <li>▪ Annual Report 2019</li> <li>▪ Evaluations</li> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

Assumptions for comparative advantage and strategic positioning based on evaluation questions	Possible indicators and measures of success	Source of information	Data collection and analysis tools
<p>EQ 15. There are examples of high level, upstream policy/advocacy work, and where UNICEF was most and least influential. Some upstream work should definitively take place in the next CP. UNICEF should continue to implement some targeted pilot / small-scale projects that have the potential to be replicated by local and national institutions.</p>	<ul style="list-style-type: none"> <li>▪ Evidence of high level, upstream policy/advocacy work where UNICEF was most and least influential</li> </ul>	<ul style="list-style-type: none"> <li>▪ Replies to survey(s) from UNICEF staff and partners</li> <li>▪ Notes from key informant interviews and meetings</li> <li>▪ Country Office Annual Report 2019</li> <li>▪ Evaluations</li> <li>▪ Country Programme Document</li> <li>▪ Programme Strategy Notes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Document review</li> <li>▪ Key informant interviews based on pre-prepared interview guide</li> <li>▪ Written sets of questions and responses for UNICEF and partners</li> <li>▪ Meetings with UNICEF Sections and CMT</li> </ul>

