

**Evaluation of the EUTF funded UNICEF Project
(2017-20) Resilience Building Programme for
Vulnerable Children in Libya**

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Abbreviations and Acronyms

ADH	Adolescent Health
BCC	Behaviour Change Communication
CIR	Italian Council for Refugees
DCIM	Department for Combating Illegal Migration
DRR	Disaster Risk Reduction
EC	European Commission
EU	European Union
GDP	Gross Domestic Product
GNA	Government of National Accord
HACT	Harmonized Approach to Cash Transfers
HCT	Humanitarian Country Team
HRP	Humanitarian Response Plan
IDP	Internally Displaced Person
INEE	Inter-Agency Network for Education
IOM	International Organisation for Migration
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organisation
LSCE	Life Skills and Citizenship Education
R&D	Research and Development
SWOT	Strengths, Weaknesses, Opportunities and Threats
TVET	Technical and Vocational Education and Training
UN	United Nations
UASC	Unaccompanied and Separated Children
UNCT	United Nations Country Team
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WHO	World Health Organisation

Definitions

- ④ **Child:** A child means every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier.
- ④ **Child abuse** includes:
 - Physical abuse such as causing of physical harm to a child;
 - Emotional abuse such as humiliating the child, making the child feel worthless, unloved or inadequate, or causing the child to feel threatened or in danger;
 - Sexual abuse such as involving the child in any activity for the sexual gratification of another person – even if the child could be considered to have ‘consented’. Sexual abuse may include non-contact activities such as making the child look at or watch pornography or sexual activities or the use of sexual language when speaking to a child or encouraging a child to behave in a sexually inappropriate manner;
 - Child neglect such as the persistent failure of a child's parent/caregiver or guardian to meet the child’s basic physical and psychological needs;
 - Child abuse includes harmful traditional practices such as female genital mutilation and child marriage, child trafficking and exploitative labour that may be harmful to the child’s health, education, mental, physical or moral development.
- ④ **Child in conflict with the law** means a child who is alleged as, accused of, or recognised as having committed a criminal act.
- ④ **Child in need of care and protection** is a child who is suffering or is at risk of suffering significant harm as defined in the Child Protection Law No 5, 1997.
- ④ **Catch up Classes:** Catch up classes are a non-formal education programme for out-of-school children. These classes also cover those who are at a risk of dropping out, or have missed significant parts of teaching and learning process. When possible, the programme aims at integration into formal schooling in the upcoming school year. In the Libyan case, enrolment in formal schools is not always possible due to legal barriers and lack of education documents requested by Ministry of Education (MoE). The rationale for providing catch up courses even when these do not aim at enrolment in formal schooling is the lack of any other education opportunities for vulnerable non-Libyan children.
- ④ **Gender-based violence:** The general term used to capture violence that occurs as a result of the normative role expectations associated with each gender, along with the unequal power relationships between the two genders, within the context of a specific society.
- ④ **Formal Education:** Education that is institutionalised and planned through public organizations and recognised private bodies, and – in their totality – constitute the formal education system of a country. Formal education programmes are thus recognised as such by the relevant national education or equivalent authorities, e.g. any other institution in cooperation with the national or sub-national education authorities¹.
- ④ **Host communities:** Communities that host large populations of refugees or internally displaced persons, typically in camps or integrated into households directly².
- ④ **Internally Displaced Person:** Persons or groups of people who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations

¹ International Standard Classification of Education (ISCED), 2011)

² Glossary of humanitarian terms - 2008, WHO

of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border³.

- ④ **Migrant:** Any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of the person's legal status; whether the movement is voluntary or involuntary; the causes for the movement; or the length of the stay⁴.
- ④ **Non-Formal Education (NFE):** Education programmes provided outside the formal education system regulated by the Ministry of Education. These sometimes take place in learning centres, and in the case of Libya, the education provided in private community schools is also considered as NFE since it is not accredited by the Libyan Government.
- ④ **Remedial Education:** Non-formal education programme that assists children enrolled in formal schools at risk of dropping out or falling behind to achieve expected competencies in core academic skills.
- ④ **Refugee:** A person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it⁵. Libya has not ratified either the 1951 Refugee Convention or the 1967 Protocol. The country has not as yet adopted national asylum legislation or an asylum system. Libyan authorities do provide de facto recognition of refugees (and protection from refoulement) to seven nationalities – Eritreans, Ethiopians, Iraqis, Palestinians, Somalis, Sudanese of Darfuri origin, and Syrians and additionally, with few numbers from South Sudan and Yemen.
- ④ **Separated children:** Children that are separated from both parents, or from their previous legal or customary primary caregiver, but not necessarily from other relatives. These may, therefore, include children accompanied by other adult family members⁶.
- ④ **Smuggling:** The procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or a permanent resident.
- ④ **Stopover site:** Any location where refugees and migrants stop along the journey, for one or more nights, for a wide array of reasons, including resting, accessing employment and services, or waiting to be transferred along the smuggling pipeline. These sites can be either destinations or transit areas for children on the move.
- ④ **Trafficking:** The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.

³ UN Guiding Principles on Internal Displacement

⁴ International Organisation for Migration (IOM)

⁵ UN Convention relating to the Status of Refugees – 1951, and Protocol relating to the Status of Refugees – 1967

⁶ Inter-Agency Guiding Principles on Unaccompanied and Separated Children, 2004

- ④ **Unaccompanied Children** (also called unaccompanied minors): Children who have been separated from both parents and other relatives and are not being cared for by an adult who, by law or custom, is responsible for doing so⁷.
- ④ **Vulnerability (of migrants)**: UNHCR identifies two categories of vulnerable migrants: “The first, ‘situational vulnerability’, refers to circumstances en-route or in countries of destination that render migrants at risk. The second, ‘individual vulnerability’, relates to individual characteristics or circumstances which place a person at particular risk such as that experienced by: children; older people; those with disabilities; those with medical needs; victims or survivors of trafficking etc.
- ④ **Young People**: Young people include adolescents (10-19 years old) and youth (15-25 years old).

⁷ Inter-Agency Guiding Principles on Unaccompanied and Separated Children, 2004.

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Executive Summary

This report presents findings of the Evaluation of the European Union Trust Fund (EUTF) funded UNICEF Project (2017-20) Resilience Building Programme for Vulnerable Children in Libya, which was undertaken during the first half of 2020. The evaluation was conducted using six criteria (*relevance, effectiveness, efficiency, sustainability, and gender as well as human rights*). Given the context of the programme, impact assessment was not carried out. The methodology included: desk research and key informant interviews with stakeholders including the donor and UNICEF. A major limitation of the evaluation was that primary data could not be collected from project beneficiaries due to the security and COVID 19 restrictions, and as travel to the locations was not possible.

A summary of the *key findings* of the evaluation are presented in the table given below:

Key findings	
Relevance & Coherence	<ul style="list-style-type: none"> UNICEF designed and implemented the Resilience Building Programme for Vulnerable Children building on its comparative advantage, previous gains and lessons learnt, particularly those from the EU-supported Youth initiatives, and with emphasis on inter-sectoral approaches centered on complementary pillars of interventions in the areas of child protection and education. UNICEF aimed to focus its interventions at the community level - to deliver and to advocate for children's rights as well as at the national level - by building capacities of duty bearers in the government ministries. The programme works with the municipal councils as they were the only viable local governance bodies in Libya that could facilitate the delivery of basic services. The programme is relevant to the context of Libya. It is embedded in the UNICEF Country Programme Document (CPD). The CPD has remained aligned to the United Nations Strategic Framework (UNSF) for Libya (2019-2020) and the 'United Nations working together' implementation strategy. The CPD is also aligned with the humanitarian, development and peace nexus framework and contributes to the achievement of Sustainable Development Goals (SDGs) 1-6, 8, 10 and 16. A focused attention on education and child protection seems logical and answering the immediate and long-term needs due to the context in Libya and as the numbers are huge and resources may not be enough. Due to unexpected humanitarian situation in Sebratha, UNICEF was allowed by the donor to use the contingency budget to respond to the needs of more than 14,500 migrants, refugees and asylum seekers. The Resilience Building Programme is coherent with the UNICEF policy of development and humanitarian nexus to support decentralised delivery of basic services at community levels. Coherence with the National Programmes could not be assessed in the absence of literature on the subject.
Effectiveness	<ul style="list-style-type: none"> The indicators at activity level against targets were <i>significantly achieved</i> and, in most cases, <i>surpassed</i> their planned targets. Of the three outcome level indicators for child protection, except for one, targets set in two indicators were <i>overachieved</i>. Of the two outcome level indicators for education, the one related to accessing formal and non-formal education has been <i>moderately achieved</i>. The second one relating to improved learning environments has been <i>fully achieved</i>. At the output level, for protection, there are two indicators - one relating to establishment of facilities (<i>Bayti etc.</i>) for integrated services and the other related to evidence generation through a research study. The latter has been <i>achieved</i>,

	<p>but the former has been <i>partially achieved</i>. Of the three indicators for education, one related to rehabilitation of schools has been <i>overachieved</i>. The remaining two relating to teachers training and provision of school supplies have been <i>moderately achieved</i>.</p> <ul style="list-style-type: none"> 🎯 During 2019, UNICEF reached a total of 105,241 children with child protection services. UNICEF and relevant national authorities finalized and agreed on a five-year National Action Plan to End All Violence against Children in Libya. Within this framework, capacity development for 862 child protection service providers was undertaken. UNICEF and partners also supported the State Party and Shadow Reporting to the Committee on the Rights of the Child. 🎯 In 2019, UNICEF and its partners provided 89,270 children with community and school based psychosocial support. In addition, in six targeted municipalities, specialized child protection and Gender Based Violence (GBV) services benefited 7,808 children. About 22,917 parents/caregivers and community members received psychosocial and parental support as well as awareness on how to prevent key violations of child rights and violence against children. 🎯 UNICEF initiated the establishment of 10 multisectoral community centres, called 'Bayti Centre' (<i>Bayti means 'home' in Arabic</i>). The Bayti centres are safe spaces, providing integrated child protection (<i>including GBV</i>), education and health support to the most vulnerable children and their families, including migrants, refugees and conflict-affected communities. 🎯 A total of 191,000 conflict-affected and migrant/refugee children received formal and non-formal education support through mobile teams and community services; 24,369 children benefited from school supplies and; UNICEF and the Ministry of Education (MoE) supported a 'Back to Learning' campaign. 🎯 UNICEF rehabilitated more than 20 schools across Libya (including fitting schools with gender-appropriate WASH facilities), directly benefitting 19,480 children. 🎯 The challenges in service delivery are exacerbated by lack of government ownership, apathy towards non-Libyan children, insecurity etc. Additionally, the evaluation found that high staff turnover impedes implementation. 🎯 Monitoring of log frame results has been performed moderately well. Implementing partners report against their committed outputs, however, these results have not been analysed or triangulated with other data sources. Third party monitoring, though implemented, has not been carried out effectively. 🎯 The evaluation assessed aid effectiveness of the EUTF supported project in terms of the five principles of the Paris Declaration of aid effectiveness <i>viz. ownership, alignment, harmonization, managing for results, and mutual accountability</i>. The findings suggest that the resilience building project, as evolved through the two years of implementation, <i>moderately</i> meets all the criteria. 🎯 The engagement with the functional government in the design phase of the programme was limited, but involvement matured over time leading to a 'developing ownership pattern' of the core principles and the results framework. The funding system is harmonized with funds being provided by EUTF to other UN agencies including the UNHCR and IOM, which is a major instrument to achieve harmonization of resources.
Efficiency	<ul style="list-style-type: none"> 🎯 A prominent indicator of the programme's cost-efficiency is the disbursement rate of 56% as of December 2019. While this looks small, it must be seen in the

	<p>context of the operating environment. By end 2019, from the budget available, the actual spend was 9.2% on human resources, 3.3% on supplies and Partnership Cooperative Agreements (PCAs)/Contracts were issued to the extent of 39%.</p> <ul style="list-style-type: none"> ④ The evaluation finds the programme highly relevant and effective but would rate the expenditure against projected amount as <i>moderately efficient</i>. This is compounded by the fact that though the results achieved till December 2019 have been significant, expenditure as stated above has not been commensurate. ④ The limited Value for Money (VfM) analysis concludes that project financing and in-built activities and their costs for salaries and procurement have achieved <i>good value-for-money at economy-level</i>. ④ The Programme achieves good value for money at the stage of evaluation as significant results have been reported. However, this was not the case at the commencement of the programme due to the difficulties in rolling out, recruitment and partnership development. It is also evident that some sub components of the project have achieved <i>significantly high, high and moderate levels of efficiency</i>. There is a need for close monitoring of the results to improve efficiency for those sub components that are lagging behind. ④ The Resilience Building Programme has made visible impact in reducing inequities in basic services, though localised in project locations. In the absence of government data and/or authenticated data on government run programmes and facilities, it is difficult to comment on equitable access to services in Libya and more so at the municipal levels. ④ There were no concerns raised by any quarter on financial management of the programme. ④ Procurement offers significant challenges in Libya at all levels. During evaluation, delays were observed in procurement, also pointed out by external stakeholders, including the donor.
Sustainability	<ul style="list-style-type: none"> ④ The Resilience Building Programme has considered essential factors that lead to sustainability. ④ There have been conscious efforts to institutionalise a good governance system and practices and build capacity of implementing partners especially the national NGOs and staff from the government ministries. In fact, the programme aims at providing a critical support in the development – humanitarian nexus and does not necessarily aim at having full sustainability post its life cycle. ④ The community is not yet ready (<i>or capacitated</i>) to sustain the gains of the achievements so far. Additional support would be needed by those that have been reached, while the remaining need to be covered. Similarly, local NGOs would be able to generate enough expertise and resources to continue in the near future, but presently would need hand holding from UNICEF.
Gender and Human Rights	<ul style="list-style-type: none"> ④ In the context of Libya, where gender is a sensitive issue, the programme continues to have a gender lens attached to programme design and implementation. ④ The Resilience Building Programme has attached great sensitivity and importance to sex-disaggregated data. ④ UNICEF met its commitments made under Core Commitments for Children (CCC). The evaluation found the application of humanitarian principles in the programme.

UNICEF adopted the Human rights-based approach to programming. This approach allowed identification of rights holders (*children and their parents*) and their entitlements (*education, child protection*), as well as corresponding duty bearers (*teachers, parents, implementing partners, government staff, social workers etc.*) and their obligations.

Lessons Learnt

- Resilience building theory has not had a strong influence on programming for education and child protection. Education and child protection for resilience building go beyond 'do no harm'.
- Support from the highest levels can catalyse rapid action and innovation. Collaborative advocacy efforts seem to be reaping dividends. The formal cluster mechanism is not activated in Libya, even though sectors follow similar guidelines.
- UNICEF stuck to its core principles. The programme built on existing systems – for example, school rehabilitation rather than building new schools.
- UNICEF understood the different institutional arrangements and financing options of other active donors and eventually worked with EUTF. This works well, as EUTF was established primarily in this backdrop.
- The programme created an enabling environment to keep teachers and social workers in place and motivated.
- The programme focused its attention on the traumatic effects of conflict on children. It established that psychosocial programmes can promote resilience and better cognitive function in children and young people affected by crises.
- Donors are increasingly concerned about linkages between education and child protection in emergencies as well as in development settings, and emphasise the importance of flexibility in scale, location and approach tied to contextual needs.

General Recommendations

- More attention should be given to the potential of formal and non-formal education to contribute to political, cultural and socio-historical change in the process of developing resilience building frameworks. This would necessitate moving beyond the perception of education mainly as a driver of economic development.
- There is a need to ensure greater participation of actors in decision-making and planning processes of resilience building frameworks including inputs from sector experts and the participation of under-represented groups (*e.g. refugees, migrants, minorities etc.*). The programme should have a participatory approach to planning, designing and execution of the implementation followed by participatory approaches to monitoring to allow beneficiaries contribute and benefit from the programme fully.
- There is further, a need to ensure greater alignment of sector plans with resilience building frameworks and policies, including a stronger focus on the potential of those sectors (*e.g. education and child protection*) to contribute to social cohesion and reconciliation. Integration of programmatic approaches is therefore recommended for UNICEF in the humanitarian – development nexus.
- Seeking fiscal resources for resilience building elements in national sectoral plans will always be difficult to secure against other competing demands. This suggests that more attention needs to be given to effective use of existing resources for resilience building

through education and child protection. For building resilience of its communities, Libya may have the least commitment of funding to education and child protection and, therefore, needs better advocacy mechanisms and more sustained work with authorities to secure resources. The politics of funding distribution and resource allocation and their impact on resilience building efforts should not be underestimated.

- ④ Policymakers should be encouraged to think beyond explicit approaches to resilience building that simply involve ‘humanitarian’ programmes, and consider how implicit approaches that promote equity, social cohesion and reconciliation can be implemented. Policy makers should be encouraged to consider where policies that promote resilience development are targeted - at individual / inter-group level, or institutional and systemic level. This will require different approaches to implementation and will have different implications for funding, monitoring and likely, impact.
- ④ In line with the above, since seeking government funding may be difficult for migrants and refugees, UNICEF may need to continue to seek for additional resources from donors including EUTF. Additionally, engagement with policy makers should continue to advocate for rights of children.
- ④ The debate about ‘high’ versus ‘low’ quality education, or the consequences of low-cost private schooling is still in its infancy. The long-term consequences of how unequal access to high quality education impacts social transformation in conflict-affected societies needs to be examined and debated among a wide range of actors.
- ④ As far as decentralisation process in the education and child protection sectors is concerned, thorough assessments are needed on existing and missing capacities and resources within the relevant counterparts, concomitant with national training strategies to enhance governance of and representation within sectoral planning. UNICEF should, therefore, invest further in assessments of available capacities and resources, and develop action plans based on the findings.
- ④ Moreover, security concerns need to be addressed. It applies to all – the beneficiaries, the implementing partner staff, UNICEF staff etc. There should be a contingency plan (*also available with the implementing partners*) on how to respond, need to relocate etc.
- ④ Lastly, no programme can be implemented or sustained, if it is not sensitive to the prevailing culture and social norms prevalent in the communities. This must be central to programming. For instance, in the Libyan culture, most women need to be accompanied by a male when they go out. In the programme, there are girls and women who participate in activities. However, their number may be much more if the planned activities consider this arrangement.

Specific Recommendations

- ④ Focus on Bayti Centers and equip / resource them well – “*what works, do not change*”.
- ④ Transition Centers – this could become a major achievement in the programme and needs to be prioritized, realized and established in key locations. These centres once established would offer a viable alternative to detention and also demonstrate a good model of collaboration between two UN agencies. Due to the foreseeable merits of these centers, the evaluators recommend continuous engagement with authorities to realise their establishment.
- ④ UNICEF should consider securing resources to expand the Programme to cover all Municipalities (*to the extent possible with the available resources*) – especially where a proportionately larger population of Migrants & Refugees are.

- ④ Coordination mechanism (*both horizontal and vertical*) between Government, EU, UN agencies NGOs etc. needs to be strengthened
 - Regular/timely communication with and between implementing partners, Government and UNICEF needs to be reinforced – especially during COVID 19 era. Several partners mentioned not being aware of the larger programme outlay outside the purview of their own engagements. A wider participation of implementing partners and other stakeholders in steering / technical committee meetings is recommended. Civil society partners open doors for organisations such as UNICEF in areas where access is difficult, and their greater involvement would assist efficient programme implementation especially during the pandemic era.
 - Organise joint monitoring and review missions with other UN agencies irrespective of their roles in the broader programme.
- ④ Develop a comprehensive Capacity Development Strategy – to create an enabling environment, institutional and individual capacities. Just training may not help sustain gains.
- ④ Stronger advocacy is required with the Government to ensure it provides attention to vulnerable children. The Steering Committee, Technical Working Groups etc. have been established and are making efforts – these need to be sustained. The steering committee has been established but is not meeting regularly as envisaged. The technical working groups are functional but may need to be more regular.
- ④ UNICEF to consider including a Communication for Development (C4D) component in the programme – not just for campaigns but developing a holistic C4D programme to support resilience building in Libya.
- ④ Longer education cycles are needed in Bayti centres and other facilities which provide integrated services on education and child protection. It is understood that in the initial stages it was not possible to conceptualize and manage long cycles, it is now time to do so.
- ④ Catch up or remedial classes should take up more vulnerable children in formal education system as much as possible.
- ④ School aids should support e-learning – including certain special supplies in the next phase of the programme to meet the needs, especially due to COVID 19 situation.
- ④ Assess feasibility of conditional cash transfers. Introduce livelihood support and cash transfers programme to support vulnerable families with children.
- ④ ePassport – Innovative and relevant idea. The progress in this regard was not reported. UNICEF should strongly follow up and get this implemented in Libya.
- ④ Engage qualified psychologists and psychiatrists - specialised expertise is needed.
- ④ Conducting beneficiary survey - Beneficiary feedback is an important input to improve service delivery and must be tracked periodically.
- ④ Transaction costs of operations are high, *as expected*. However, UNICEF may seek, if required, support from the Regional Office or HQs to carry out a service cost estimation (*and possibly resource mobilisation study*). A Value for Money (VfM) exercise can be carried out by an external agency to recommend how to ease costs. How to tackle the parallel market issue also needs to be addressed, in the mid and long term.
- ④ Address procurement delays. A procurement audit needs to be done to assess effective and efficient utilization of scarce resources. Procedural delays impact programmes, and more so in humanitarian settings.

-  H R Review – of past recruitments and identify gaps; make an HR management plan for next phase in advance.

Chapter 1: Introduction

This chapter presents a general introduction to the assignment background and key features of the EUTF Funded UNICEF Project (2017 – 2020) Resilience Building Programme for Vulnerable Children in Libya. This section also covers the objectives of this assignment.

Background



Libya is a country in the Maghreb region in North Africa, bordered by the Mediterranean Sea to the north, Egypt to the east, Sudan to the south east, Chad to the south, Niger to the south west, Algeria to the west, and Tunisia to the north west. The sovereign state is made of three historical regions: Tripolitania, Fezzan and Cyrenaica. With an area of almost 1.8 million square kilometres (700,000 sq mi), Libya is the fourth largest country in Africa, and the 16th largest country in the world. Libya has the 10th largest proven oil reserves of any country in the world. The largest city and capital, Tripoli, is located in western Libya. The second largest city

is Benghazi, located in eastern Libya. Libya is a member of the United Nations (since 1955), the Non-Aligned Movement, the Arab League, the Organisation of Islamic Cooperation (OIC) and the Organization of the Petroleum Exporting Countries (OPEC). The country's official religion is Islam, with 96.6% of the Libyan population being Sunni Muslims.

As per World Bank, the Gross Domestic Product (GDP) of Libya is \$ 48.3 Billion. Annual percentage population growth is at 1.48% and per capita income is \$ 7,235. The urban population of Libya is almost 80.10% of the total population of 6,678,567.⁸

Presently, armed conflict in Libya continues after nine years, with no signs of ending, despite continued calls from the United Nations (UN) and countries world over. In March 2020, a humanitarian pause was called upon by the international community and supported by the UN to facilitate the response to COVID-19, which was welcomed by both Government National Accord (GNA) and Libyan National Army (LNA). However, within 48 hours on the truce, both parties resumed mutual shelling with over a dozen violations of ceasefire recorded, that resulted in further material damage and loss of civilian lives⁹. In April 2020, the LNA wanted to topple the GNA and assume power. The GNA united the armed groups of Tripoli and got support from Misrata with the aim of holding the capital, while the LNA took over the Southern part of Tripoli and other cities in the Western part of the country including Sirte. With the support of Turkish troops, the GNA pushed back the LNA in June and liberated all the cities in the West with the front line established at Sirte. The crisis formally ended on 4 June 2020 when GNA regained full control over Tripoli. A build up phase is currently underway with both sides acquiring foreign assistance and a sporadic conflict in other parts of Libya is expected.

The number of civilian casualties (64 deaths and 67 persons injured) in the first quarter of 2020 is 45 per cent more than the last quarter of 2019, with expectations that this will increase given the current situation¹⁰. Similarly, the number of internally displaced persons (IDPs) increased

⁸ World Bank, 2018

⁹ <https://www.thenews.com.pk/print/635492-libya-fighting-intensifies-as-rival-forces-defy-un-call-for-global-ceasefire>

¹⁰ UNSMIL Libya Civil Casualty Report – January to March 2020

from 355,762 to 373,709, due to continued armed conflict in western Libya and floods in eastern Libya¹¹, with Tripoli hosting the highest number of IDPs. Illegal migration remains an issue as migrants and refugees continue to take risks by attempting to cross into Europe through the Mediterranean Sea. Until March end, 2,677 refugees and migrants were registered by UNHCR as rescued/intercepted at sea, most of whom were taken into detention. The Central Mediterranean Route from Libya to Europe remains the deadliest in the region, with 1,319 deaths/missing people recorded in 2019¹². Disembarkation in Libya remains dangerous, as in February 2020, about 200 refugees and migrants were disembarked in Tripoli, hours after the city’s main port had been heavily shelled. As a result of both the armed conflict situation and the COVID-19 pandemic, Libya is not a safe port of return for migrants and refugees.

In the first quarter of 2020, seven schools were reported as partially damaged as a result of the armed conflict, with two children injured as per Ministry of Education (MoE) information. Schools¹³ in proximity of conflict had to suspend their activities temporarily.

In March 2020, World Health Organization (WHO) declared COVID-19 pandemic, with first case in Libya identified on March 24, 2020¹⁴. From mid-March, measures to curb the transmission of the virus were put in place by both the GNA and the LNA. Measures include curfews, border closures, movement restrictions, restrictions of mass gatherings, and the closure of all schools. With the spread of COVID-19, the risk of violence against migrants may have increased as a result of generalized fear and the perception that migrants are vectors of the disease. While the government has released a number of detainees and prisoners, there are concerns that the release of women and children are not included in measures to decongest prisons and detention facilities, and that the release is not being coordinated with aid agencies to ensure adequate protection and assistance to these vulnerable groups.

Prior to the 2011 revolution, Libya was an upper-middle-income country that had made progress in meeting its Millennium Development Goal targets. During the conflict in 2014, two political entities claimed the right to govern. Following United Nations-led peace negotiations in 2015, the Government of National Accord was established in Tripoli by the 17 December 2015 Libyan Political Agreement of Skhirat, Morocco. However,

subsequently, parts of Libya remain in the hands of various armed groups. The crisis has severely affected the Libyan economy. Income from oil production, which is a major contributor to the GDP, has steadily declined¹⁵, resulting in a rapid shrinking of the economy; the real GDP has fallen to less than half of its pre-revolution level. Rising inflation and the

MOST VULNERABLE GROUPS

People identified as vulnerable are individuals or families who have specific circumstances that undermine or limit their resilience to withstand the impacts of the crisis. Vulnerabilities are mainly related to gender, age, disabilities, ill-health, nationality, and legal status in Libya. People who have been forced to adopt emergency level negative coping mechanisms due to socio-economic challenges are also considered vulnerable.



Source: 2019 Libya Needs Humanitarian Overview-Humanitarian Country Team and Partners/UNOCHA

¹¹ IOM Libya IDP and Returnee Report Round 29 (January - February 2020).

¹² UNHCR, Operational Portal Refugee Situation, 30 December 2019

¹³ Ain Zara, Souq al Jouma, Tripoli, Hai Andalous and Misrata

¹⁴ Ministry of Health information

¹⁵ 2019 Libya Needs Humanitarian Overview-Humanitarian Country Team and Partners/UNOCHA

banking liquidity crisis have contributed to a gap between the official exchange rate and the parallel exchange market. The growing deficit, coupled with significant frozen assets, has deepened the economic crisis. The sustainability, effectiveness, efficiency and equitability of the extensive pre-conflict social protection system is in question, with urgent concerns about the future fiscal health of Libya. The political deadlock, economic crisis and armed conflict have fragmented national institutions and seriously affected basic service delivery, partly due to limited budget allocation, sustained cash flow and lack of technical capacities and skills.

There are several development partners assisting Libya in its efforts to overcome the challenges it is facing presently. Prominent amongst these is the European Union through its European Union Trust Fund (EUTF).

The EU Emergency Trust Fund (EUTF)

The EUTF in Libya is building on the strategic lines set out in the Joint Communication 'Managing flows, saving lives' and the Malta Declaration to foster and support a migration management and asylum system in Libya that is consistent with the main international standards and human rights. In this respect and given the dire situation in which migrants and displaced populations are stranded in Libya, the EUTF pays attention to protection and assistance to migrants and their host communities in the country to increase their resilience. It also provides, as essential life-saving measures, voluntary humanitarian repatriation for migrants and humanitarian evacuations for people in need for international protection. Finally, the EUTF for Africa supports the national authorities to foster their capacity to counter migrant smuggling and trafficking in human beings and a more efficient integrated border management.

Since 2014, the European Union has mobilised €338 million on migration-related projects in Libya; €318 million under the EU Emergency Trust Fund for Africa and €20 million as bilateral assistance. Through the Emergency Trust Fund for Africa, the EU is actively working to provide protection, assistance and alternatives to migrants, refugees and internally displaced people in Libya. Help is being provided for migrants at disembarkation points, inside and outside detention centres or in host communities through IOM and UNHCR. Help provided includes for example, medical assistance, or the distribution of basic items and hygiene kits. Support is also aimed at stabilisation of host communities, through socio-economic development at municipal level and to better integrate migrants, internally displaced people (IDPs) and returnees. All projects are implemented by international partners on the ground, such as the UN agencies, including UNICEF.

Resilience Building Programme for Vulnerable Children in Libya

In 2017, UNICEF Libya Country Office submitted a proposal to EUTF to fund a critical approach on Resilience Building Programme for Vulnerable Children in Libya, and secured a funding of 11 Million Euros against the total project cost of 12.9 Million Euros to support the embedded activities in the proposal for a period of 36 months. The overall objective of the project was to ensure that children in the targeted locations, whether migrants, refugees, internally displaced persons (IDPs), returnees or from host communities, have access to quality, inclusive and improved child protection and education services and thus can attain their fundamental rights.

The specific objective of this action was to strengthen national institutions responsible for providing basic social services to children, regardless of their status. A focus was intended to be brought on strengthening the institutions in their services to migrant and refugee children. Two results were planned to be achieved: -

1. The provision and quality of child protection services have improved. Stronger and coordinated child protection systems are in place and functional in the targeted municipalities.
2. Non-formal education is accessible and provided in appropriate learning environments in the targeted locations, and the quality of the education services has improved.

UNICEF's approach has always included all vulnerable children. However, the context in the country and the different realities for non-Libyans and Libyans has impacted key programme elements, such as outreach for example. In the current project being evaluated, for the Education sector, UNICEF proposed some modifications to the original proposal during the inception phase, which were agreed to by the donor. This modification broadened the scope of the project to all vulnerable children, to ensure that the project aided all children in need regardless of their status (e.g. host community, refugees, IDPs or migrants). The proposal to the EUTF included support to formal education to target all Arabic speaking children, who have historically had a high opportunity to access public schools. This included children from Libya, Syria, Palestine, Sudan, Tunisia, Morocco, Algeria, and Mauritania. Non-formal education supported targeted private community schools where migrant and undocumented children could access accredited education. Basic education activities were planned for detention centres, with a specific focus on psycho-social support. Learning centres were proposed in remote areas to provide different education programmes, where children (*particularly migrant and undocumented children*) have limited access to either formal or non-formal education.

UNICEF also modified the original design of the proposed child protection activities, primarily limiting the number of the Transitional Care institutions, particularly focused on assisting Unaccompanied and Separated Children (UASC), in collaboration with the Ministry of Social Affairs.

Objectives of the Assignment

In the above background, the present assignment involved an independent evaluation of the EUTF funded UNICEF Project (2017-20) Resilience Building Programme for Vulnerable Children in Libya. The terms of reference (ToR) of this evaluation is given in Annex-1.

As per UNICEF's corporate policy requirements, evaluation of this EUTF-funded project is essential as it will provide UNICEF Libya with both accountability and act as a learning opportunity to inform the strategic direction of the next phase of the project. After the initiation of the project in 2017, there have been significant developments in the country impacting the context in which the project is being implemented. This evaluation is expected to inform UNICEF of the degree to which the project was able to respond adequately to the shifting context, while effectively and sustainably achieving the project objectives to provide support to vulnerable children. The identified lessons and best practices will aim to ensure that the next phase of the project is relevant, effective and sustainable and likely to have an impact.

The evaluation has identified recommendations for the current phase of the project and for the design of the next phase. In addition to compiling and analyzing information for benchmarking with subsequent assessments of impact and sustainability of the activities towards the intended results, it has developed inputs to establish the basis for setting key specific interventions' performance targets, major activities to be accomplished to guarantee project success and ensuring accountability to partners and stakeholders.

The evaluation has assessed and addresses the critical needs in capacity building and technical assistance and identifies and records best practices that could be considered for the subsequent phase of the project. It should support informed planning and decision making, and to provide a basis for robust advocacy for all children with the focus on migrants and refugees in Libya.

The evaluation had the following objectives:

1. To better understand the extent to which UNICEF has achieved the project results for girls and boys, namely:
 - a. Provision of quality improved child protection services to the vulnerable children (*boys and girls*) and capacity development of child protection actors;
 - b. Provision of improved formal and non-formal education implemented in appropriate learning environments for girls and boys.
2. To assess the extent to which UNICEF was able to respond to evolving needs of vulnerable children as a result of the shifting context, due to the eruption of armed conflict in April 2019, and to identify best practices and lessons learned.
3. To assess the degree to which the institutions and structures supported by this project require additional support from UNICEF during the next programme phase to continue to provide essential support to children.

The evaluation covered the implementation period (May 2017 – December 2019). The geographical coverage of the evaluation included child protection and education interventions in Greater Tripoli, Misrata, Sabha and Sebratha, as well as Benghazi.

The Present Report

The evaluation was conducted during the first half of 2020. This report captures the findings of the inception phase of the project as well as the secondary and primary data collection and analysis. The preliminary findings of the evaluation were presented to UNICEF, EUTF and a section of the implementing partners on 29 June 2020. The reader is advised to refer to the agenda of the presentation workshop (*conducted online*) along with the presentation, attached at Annex 2 and 3. Comments were received from the participants during the workshop as well as subsequently in writing. These have been addressed and incorporated in the present report, which further consists of the following chapters: -

Chapter 2: A summary overview of the situation of children in Libya

Chapter 3: Approach and methodology

Chapter 4: Relevance and coherence of the EUTF supported project

Chapter 5: Program effectiveness (progress in achieving results)

Chapter 6: Programme Efficiency

Chapter 7: Sustainability

Chapter 8: Gender and Human Rights

Chapter 9: Lessons learned and conclusion

Annexes

Chapter 2: Overview of the Situation in Libya - Summary

This chapter presents a summary of the situational analysis of Libya with focus on the situation of vulnerable children including migrants and refugees, and provides specifically, an update on education and child protection scenario prevailing in the country. The detailed situation analysis is annexed to this report (Annexe 4).

General

In 2020, Libya continues to experience a humanitarian, political and complex crisis which, as a result of the revolution in 2011, leading to the fall of the Gaddafi regime, has represented one of the most important destabilization factors within the country as well as significant impact at the international level. The country is divided into different coalitions and large areas are in a state of substantial anarchy. Particularly serious are the consequences of insecurity for the migrant population that travels through Libya as one of the main access routes to the Mediterranean and Europe or those that have reached the country looking for employment, especially in the past few years. They are not the only ones, as migrants have traditionally seen Libya as their destination, for gainful employment and a better future.

People live in vulnerable conditions due to the serious threat of war, the difficult internal political situation and human trafficking. Instability and insecurity in Libya are further marred by social division, economic downfall and ineffective governance. People, especially the migrants and refugees in Libya run a very high and almost systematic risk of physical, sexual and psychological violence.

Migration and Refugees

The humanitarian context in Libya continues to be compounded by the desperate situation of migrants and people in need of international protection such as refugees and asylum seekers. There are 636,426 migrants and refugees (92 percent adults – 87 percent men, 13 percent women, 8 percent children) in Libya; 101,073 persons are living in conflict-affected Tripoli and 4,475 are held in detention in Tripoli, including 2,300 persons of concern for UNHCR. Migrants and refugees are at high risk of rights violations, including restricted movement, high levels of gender-based violence, systematic and arbitrary detention in inhuman conditions, unlawful killing, disappearances, kidnapping, extortion, robbery and forced labor. Detained migrants and refugees, including children are held in inhuman conditions. Since the armed conflict intensified, there has been an increased number of persons attempting to cross the Mediterranean Sea to Europe, including Libyan youth. During 2019, there were 743 known deaths at sea¹⁶.

Migration is perceived by some Libyan government officials as not a Libyan problem since Libya is only a transit country. During meetings with several officials, it was observed that any assistance provided to migrants outside detention is perceived as a potential integration of migrants or pull factor for migrants to stay in Libya. Moreover, there were different observations that called for the prioritization of Libyan IDPs and host communities over migrants. However, it is not just the government authorities who perceive it this way. There is an overall negative perception about the migrants and refugees by general Libyan public that mainly associate them with prostitution, drugs, diseases and of trying to get naturalised as Libyans, hence having access to the “wealth” of the country, including services, employment opportunities, etc. The economy has relied heavily on migrant labour for decades. It is also to be mentioned that some policies promoted by international communities

¹⁶ COAR 2019, UNICEF Libya

such as the EU, does not necessarily make it easier when it comes to addressing the migration issues in a country like Libya, especially as it relates to detention, policing borders etc.

Legal Framework

While Libya is party to several international human rights conventions,¹⁷ multilateral treaties and has promulgated national laws¹⁸ to regulate entry and exit from Libya, the current ongoing situation has meant that there are serious gaps in the way they are reflected on the ground. Libya is not party to the 1951 Refugee Convention and its 1967 protocol¹⁹. While Libya has ratified the 1969 Convention Governing the Specific Aspects of Refugee Problems in Africa (*OAU Convention*) and the 2011 Libyan Constitution acknowledges the right to asylum, there is no national asylum legislation or any established procedure. The applicable national laws regulating entry and exit from Libya criminalize all irregular entry, stay and exit from Libya. Currently, however, no court in Libya is hearing such cases. This has meant that all migrants and refugees in Libya who find themselves in detention due to their immigration status are held without any due process. Presently, there is no possibility of release, except in the context of returns, repatriation, evacuation or resettlement to third countries.

Education and Child Protection

Overall, education needs are low across Libya, defined by a household having at least one-school going age child not enrolled or regularly attending school. The ongoing conflict has seen the closure of schools and conversion to accommodation for displaced people as well as increased use as army barracks. The closures have resulted in overcrowding and a severe lack of qualified staff. Libyan children are mainly facing challenges related to quality of education. Lack of WASH infrastructure also negatively impacts girls' attendance. Moreover, the level of violence within schools hinders the establishment of an enabling environment for learning. Schools are closed also due to teachers' strikes²⁰.

Child rights violations and protection needs are increasingly reported across Libya, resulting from deteriorating security, violations of international law, breakdown of rule of law, and absence of quality child protection services. At the end of 2019, about 219,877 children and caregivers required protection services, including victims of gender-based violence (GBV). Unaccompanied and separated children (UASC) from migrants and refugees, are particularly vulnerable in Libya. Explosive remnants of war continue to be a major concern. Large quantities of unexploded ordnances (UXO) and explosive devices have been left in the residential areas, providing a huge risk for civilians returning home.²¹ Children are exposed to abuse by smugglers and traffickers²². Child protection gaps and violence against children also continue to be reported in homes, schools and communities. Children are reported to suffer from psychosocial stress due to the ongoing conflict.

¹⁷ Libya is a party to among others to: the International Covenant on Civil and Political Rights and its first Optional Protocol; the International Covenant on Economic, Social and Cultural Rights; the Convention against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment; the International Convention on the Elimination of all Forms of Racial Discrimination; the Convention on the Elimination of All Forms of Discrimination against Women and its Optional Protocol; and the Convention on the Rights of the Child and its Optional Protocols on the Involvement of Children in Armed Conflict, and on the Sale of Children, Child Prostitution and Child Pornography, the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, the AU 1969 Convention Governing the Specific Aspects of Refugee Problems in Africa and the African Charter on Human and Peoples' Rights and the 1981 AU African Charter on Human and Peoples' Rights.

¹⁸ Law No. 6 of 1987 Regulating Entry, Residence and Exit of Foreign Nationals and Law No. 19 of 2010 on Combatting Irregular Migration

¹⁹ The 1951 UN Convention relating to the Status of Refugees and the 1967 UN Protocol Relating to the Status of Refugees,

²⁰ COAR 2019, UNICEF Libya

²¹ OCHA, 31 May 2019, Libya Tripoli Clashes Situation Update No. 26

²² *ibid*

Chapter 3: Approach and Methodology

This chapter outlines the approach and methodology followed in the evaluation of EUTF funded UNICEF project. As suggested in the ToR, the evaluation has been carried out applying Organisation for Economic Co-operation and Development (OECD) – Development Assistance Committee (DAC) criteria with the exception of impact and addition of criteria related to gender, inclusion and human rights.

Changes made in Methodological Framework

The originally proposed methodological framework had to undergo a change due to the prevailing COVID 19 Pandemic related restrictions and the prevailing security situation in Libya. It was not possible for the core Evaluation Team members to visit Libya for data collection. The adapted methodology, followed to the extent possible, the originally proposed protocols. However, the methods could not include face to face interactions. The consultants were not able to carry out observations of facilities and services, not the least because the Bayti centers etc. were closed. This essentially meant a scaled down data collection using online media and limited to key informant interviews (KIIs) with respondents as per the list attached at Annex 5.

The evaluators understood that caregivers of children who have been beneficiaries of the project in the past (*including recent past*) may not be available for interactions, as they may have moved on or relocated. The evaluation also considered the fact that under the current circumstances, physical contact with beneficiaries was not possible. This meant that the originally proposed focus group discussions (FGDs) and in-depth interviews (IDIs) did not take place with the beneficiaries nor could Most Significant Change (MSC) stories be collected.

Evaluation Framework

The purpose of the evaluation as per the contract was manifold. First, the evaluation assessed accountability and learning. Following the OECD-DAC criteria, this part of the evaluation assessed relevance, effectiveness and efficiency of the interventions. Secondly, the evaluation focused on a performance assessment that looked at the likelihood of achieving sustainability and having an impact during the second phase of interventions as well as assessing whether the programme is gender sensitive and promotes human rights.

The evaluation has been carried out applying four criteria, namely relevance, effectiveness, efficiency, and sustainability. These represented aid effectiveness criteria recommended by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD). Given the context and nature of evaluation, no emphasis was given on impact assessment. Additionally, the evaluation included the criteria on gender and human rights. Furthermore, assessment against the criteria has been carried out using a set of evaluation questions (EQs), developed in line with the questions given in the ToR (*refer to the evaluation framework and evaluation questions annexed to this report (Annex 6) which also includes the methods of collecting data and the target respondents*).

Methodology

The evaluation was undertaken using largely qualitative methods. Quantitative data was ascertained using secondary literature reviews. Data was collected and analyzed to assess the coverage, quality and determinants of services provided to the vulnerable children in Libya in their current situation with a focus on refugees and migrants. The evaluation undertook an extensive review of related literature and empirical research findings conducted in Libya

having relevance to understand the prevailing situation in the country. Data and information obtained from different sources has been triangulated.

Stakeholder Mapping

The evaluation included a mapping of key stakeholders engaged with the protection and education sectors at different levels in the country with a focus on those who are engaged with the EUTF supported project in Libya. This mapping led to identifying the key respondents and data collection points for the evaluation, as was also provided in the ToR for the assignment.

The following were identified as the primary stakeholders: -

- 🌐 **Governing bodies:** The Ministry of Social Affairs, the Ministry of Interior, the Ministry of Education, the Ministry of Local Government, the Ministry of Justice and municipal authorities in the locations being covered. However, the consultants could interact only with the Ministries of Education, Social Affairs and Interior as advised by UNICEF.
- 🌐 **Donor:** European Union Trust Fund. The donor contributed to the evaluation.
- 🌐 **Project partners:** United Nations High Commission for Refugees (UNHCR), International Organization for Migration (IOM) and United Nations Development Programme (UNDP). However, despite efforts, respondents from the partner agencies were not contactable and have therefore, not been included in the evaluation.
- 🌐 **Implementing Partners:** Norwegian Refugee Council (NRC), AFAQ Organization for Rights and Development, CESVI, Sheikh Tahir Azzawi Organization (STACO), Al Safwa Charity Organization, Multakana, ACTED/REACH, Al-Nahla, INTERSOS, Arab Institute of Human Rights etc. All partners have participated in the evaluation.
- 🌐 **UNICEF stakeholders:** UNICEF's management in the Country Office, relevant project staff in the Child Protection and Education sections, as well as the UNICEF Regional Office have contributed to the evaluation.

Review of Secondary Data

A large set of documents related to the project were shared by UNICEF. These include background documents, project related documents and literature as well as relevant policy documents related to protection and education programmes. The evaluation team also received previous studies conducted in the country on the general populace and with focus on the migrants and refugees in Libya, which provided critical information and updated data. Though intended, there was limited availability of secondary data on indicators from national surveys and reports, financial reports etc. especially from the government. The review of the documents has been helpful to understand the political, institutional and financial context of the country as well as the operating environment. Bibliography at the end of this report contains select readings for the evaluation.

Primary Data Collection

Data was collected using online methods with target respondents of the evaluation. Tools were prepared specifically for the KIIs (*attached as Annex 7*). KIIs were used to explore and understand experiences of people involved in implementation of protection and education specific interventions in various roles and responsibilities. The interactions also allowed for exploration of the experience of clients of the interventions as beneficiaries of the programs from the implementation agency's perspective. Data was collected by core team members using online platforms. Prior to commencement of data collection, to maintain the consistency in data collection approach and ensuring adherence to protocols, the team was oriented by

the Team Leader on using online media and on being fully adept at administering the research tools.

Quality of the data was ensured by sticking to the protocols. The interviews were recorded (*after seeking permission from respondents*) and transcribed by the evaluators. Some respondents agreed to provide written answers to the questions and with a few of them, the evaluators had follow up calls. Data analysis has been done by core team members.

Data Processing and Analysis

Data was analyzed using the qualitative content analysis and thematic analysis methods. For the exploratory aspects of the qualitative study, qualitative content analysis was used while for the explanatory aspects, thematic analysis methods were used. All interviews were transcribed in-vivo (*word-by-word*) and cross-checked. Data analysis was done with NVIVO 11 software that assisted with data processing and organization.

Limitations of the Study

The evaluation suffers from a few limitations: -

- ④ COVID 19 pandemic related restrictions did not allow beneficiary level primary data collection. Observations of how services are being provided also could not be carried out. MSC stories could not be collected. However, efforts have been made to fill the gaps through interactions and feedback from other respondents.
- ④ The government has not developed national development priorities. There is no clear development strategy at the national level from the government. In the absence of these, the evaluation was constrained to make an in-depth analysis of relevancy and effectiveness of the programme under evaluation.
- ④ Similarly, state budget allocation is not available. In the absence of this, efficiency of the project could not be fully analysed. The absence of a programme theory of change did not allow for an in-depth analysis of achievements against unique challenges. Most of the findings are relied upon the log frame and available secondary literature.
- ④ An evaluation requires a good sense of actual implementation of the activities at the grass root level. The present study has undertaken only a limited overview from a distance; the findings can at best be treated as indicative and not definitive.
- ④ Till date, no exercise has been undertaken to assess fiscal sustainability of basic services based on influencing factors in Libya, which offered a challenge to the evaluation. The evaluators could also not access any study on cost of service delivery in Libya. In the absence of any available study, this evaluation could not assess whether services could be fiscally sustained in the mid-term or the longer term.
- ④ The evaluation accessed gender disaggregated data from all monitoring data made available. However, clear desegregation of status i.e. migrants and refugees offered challenges especially in the absence of government data. Participants in the evaluation had varied levels of understanding on the importance and efficacy of using desegregated data, and some were unable to use it or analyse it.

Notwithstanding the above limitations, it is expected that the findings and recommendations of the present evaluation would be useful to UNICEF, the donor, the government, development partners and other stakeholders.

Chapter 4: Relevance and Coherence of the Project

In this chapter, the relevance and coherence of the EUTF funded UNICEF Project on Resilience Building Programme for Vulnerable Children in Libya has been evaluated following the relevant evaluation questions mentioned in the previous chapter. The evaluation is based on extensive review of available documents and key informant interviews.

The evaluation looked at the extent to which the programme's design and intended results were consistent with the needs of key stakeholders including target populations, and remained suited to the conditions of the context, over time. The evaluation assessed whether the programme addresses the core issues of vulnerable children and if it adapted itself to the changing needs and context, timely. The evaluation also looked at alignment of the programme with UNICEF's priorities.

Country Context at Appraisal

Political Developments and Security Situation

The political context of the EUTF funded UNICEF Project (2017-20) Resilience Building Programme for Vulnerable Children in Libya at appraisal was marked by (i) long-term instability of the government *albeit* with some developments; (ii) armed conflicts in many areas leading to evacuation of UN staff and return to base followed by another evacuation due to security issues; and (iii) an overall perception that refugees and migrants are not welcome to share the resources of the country – both by the authorities and the host communities.

Economic Development

Intensified conflict impacted Libya's oil production, the backbone of Libya's economy. Libya continues to suffer from a liquidity crisis – a combined result of inflation, black market currency exchanges and a general lack of cash. The state continues to pay high subsidies for fuel and basic foodstuff, and to pay state employee salaries across Libya. Though deteriorating, basic services remain functional.


The liquidity crisis in combination with the increasingly wide discrepancy between the official and the unofficial rate of exchange of the Libyan dinar has fuelled growth in the parallel-market economy. This has resulted in a loss of purchasing power for the average Libyan and increased levels of corruption.

Basic Social Services

Although major services such as education, health care, security, water and electricity are supposed to be the responsibility of the national ministries in Tripoli, as national institutions weakened, the burden shifted to the Municipal Councils. Despite the growing demands on Municipal Councils, support provided to them by the national government has diminished. While under normal conditions, Municipal Councils are to receive both operating budgets to cover running costs including salaries as well as a development budget to support development projects, they receive only irregular allocations under their operation budgets in addition to occasional emergency funds. As a result, many Municipal Councils have begun to raise their own revenue through local taxation and other income generation activities to cover costs.

Education in Libya is free for everyone from primary school up to university level. The first nine years of school education are compulsory. Children between the age of 6 and 15 attend six years of primary school and 15 to 18-year olds attend secondary school for three additional years (*middle school - grades 7-9*).

There are critical gaps in the protective environment and governance systems for children. Essential parts of the legal system have not been harmonized with the Convention on the Rights of the Child (CRC), ratified by Libya on 15 April 1993. Some policies and procedures are out of date or missing. Management systems, including those related to data generation, need strengthening on child protection, thus making evidence-based planning difficult. Libyan state services are experiencing substantial capacity gaps, partially due to overdependence on foreign workers before the revolution, and inter-sectoral and inter-departmental coordination challenges linked to existing political divisions. This has weakened basic service provision and dramatically increased the need for humanitarian and development assistance.



“The programme is very relevant in Libya. We believe that it is needed and in fact, we have been collecting several feedbacks from beneficiaries and most of them refer to our activities as something that is really needed for them and for their children.”

KII Respondent, International NGO, Tripoli

Migrants and Refugees

Libya continues to present one of the most complex mixed migration situations in the world, with groups of persons on the move having different immediate needs and falling under different protection frameworks. This includes migrant workers (*regular and irregular*), smuggled migrants, trafficked persons, unaccompanied and separated children, environmental migrants, stranded migrants, as well as refugees, asylum-seekers, and individuals seeking to re-unite with their families. People's reasons for moving are varied and they may fall into one or more categories, which also may change along the route and over time. Migrants are usually of working age, but also include children and sometimes older persons.

While some migrants arrive in Libya with the intention to stay and work in the country, others want to simply transit through Libya to seek employment in Europe.

Relevance of Resilience Building Programme for Vulnerable Children

UNICEF's mission is to protect the rights of children and young people wherever and whenever they are not ensured. Despite a complex and fragile context, UNICEF has maintained an active presence and delivered large multi-sectoral programmes in Libya. UNICEF planned to design and implement the Resilience Building Programme for Vulnerable Children building on its comparative advantage, previous gains and lessons learnt, particularly those from the EU supported Youth initiatives, and with emphasis on inter-sectoral approaches centered on complementary pillars of interventions in the areas of child protection and education.

At the design phase for the programme, UNICEF aimed to work with the municipal councils as they were the only viable local governance bodies in Libya that could facilitate the delivery of basic services. UNICEF used the partnerships under the 'Together for Children' campaign, a national cooperation framework with the GNA Ministry of Local Government which included 27 municipalities. The programme was conceptualized to focus its interventions at the local level - to deliver and to advocate for children's rights at community level as well as at the national level - by building capacities of duty bearers in the government ministries.

The programme is relevant to the context of Libya. It is a Resilience Building Programme that encompasses direct provision of services for the vulnerable children and their families, with a focus on migrant and refugee children, and at the same time, endeavors to build the capacity of duty bearers to fulfil their responsibilities. Additionally, UNICEF strives to strengthen and

develop systems and policies for child friendly basic service delivery with sensitivity for the specific vulnerabilities of the different groups of children, and with consideration to migrant, refugee and unaccompanied and separated children, and to mainstream protection.

Relevance of Project's Objectives

Since inception, the Resilience Building Programme for Vulnerable Children in Libya has remained a relevant program in the strategic context of the country especially as it is deeply embedded in the UNICEF Country Programme Document (CPD). The CPD has remained aligned to the United Nations Strategic Framework (UNSF) for Libya (2019–2020) and the country programme of cooperation which responds directly to national priorities, in accordance with the 'United Nations working together' implementation strategy. The CPD is also aligned with the humanitarian, development and peace nexus framework. The CPD has committed to support basic social services under its 'programme priorities and partnerships' and ensure them in the targeted (*select*) municipalities in Libya. UNICEF's CPD most significantly contributes to two of the three specific outcome areas described in the UNSF, supporting sustained basic social services (*outcome 3*), and governance strengthening and rule of law (*outcome 1*); as well as objective 2 of the Humanitarian Response Plan for Libya, 2018 (*basic service provision*). By doing so, the CPD contributes to the achievement of Sustainable Development Goals (SDGs) 1–6, 8, 10 and 16.

The evaluated programme is well aligned with the goal of the CPD which contributes 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. UNICEF supports equitable, child-friendly basic

Programme Relevance

In a context where the legitimacies of the Ministries are at stake as a result of disputed governance

The Programme is implemented at two levels: -

- ② Strategic support at National Level for capacity development/system strengthening
- ② Supporting service delivery at the decentralized/municipal level

service delivery in targeted municipalities, strengthens the protective environment for children, and contributes to the development of an enabling environment where the government and civil society organizations have increased capacity, systems and services to fulfill their obligations under the CRC through cross-sectoral programme components.

The evaluators could not access and assess the relevance in line with the national programme goals in absence of available documentation on the subject. Due to the prevailing conditions in the country, despite improvements in some levels of basic services, the municipalities have been grappling with problems such as resource constraints, staff shortage and turnover, capacity constraints, and weak transparency and accountability systems. The current programme has been supporting the municipalities in addressing some of these challenges by implementing capacity building and systems strengthening activities. Training of teachers and members of MoE and development of a National Action Plan for five years to end all violence against children and efforts towards development of case management systems for child protection are relevant examples.

"Indeed, this project is very relevant currently, considering Libya's situation. Presently in Libya, children are living in a very volatile and unstable environment. Due to recent civil war and ongoing unrest, children are exposed to violence, risk of recruitment and trafficking. Families and community networks are fragmented and dysfunctional; accompanied with critical breakdown of basic services, including health and education. Migrant and refugee children in Libya are further vulnerable. Migrant children suffer human rights violations and come across protection gaps while crossing through or living in Libya. They do not generally have access to public services and are exposed to abuse by smugglers and traffickers. Libyan children and migrant and refugee children in Libya need effective child protection interventions and education opportunities preferably formal but at least informal to ensure their learning and growth."

KII Respondent, Implementing Partner

All the aforesaid points remained valid at evaluation of the programme, reassuring the relevance of the program objectives in the country context. However, the present evaluation finds that the programme has not addressed adequately the issue of equitable services as the evidence of inequities in basic service sectors was quite apparent. Though the results framework (*log frame*) of the programme demands

disaggregated data against select indicators, it has not included any specific indicators to assess desegregated progress towards bridging regional disparities and inequities in accessing basic services especially for children with special needs etc.

As a response from UNICEF on the above, the evaluation has learnt that the programme reaches most vulnerable children but at the same time provides services in an inclusive manner at the municipal level – for example at Bayti centres. The programme has disaggregated data based on the above-mentioned vulnerabilities identified through the Humanitarian Response Plan (HRP) process. The programme has adjusted some strategies to reach those that need it the most. For example: -

- 🌐 Bayti programme was established at the municipalities affected by the conflict such as Multaka center in Abu Salim.
- 🌐 Locations in the urban settings that have higher presence of the migrants and refugees were prioritised.
- 🌐 School rehabilitation was undertaken with disabled friendly considerations and ensuring that physical access to the buildings is ensured.
- 🌐 Programme scaled up in shanty/destitute areas in Tripoli inhabited by Tawargha IDPs.

Relevance of Focusing on Education and Child Protection

Vulnerable children including refugee and migrant children are proportionally more out of school or at risk of dropping out. Offering these children, a chance to learn and gain knowledge needed to reintegrate into the formal educational system is at the core of this programme.

The programme also looks at the community based spontaneous care agreements and protection gaps for vulnerable children, especially UASC, who are mostly in urban settings in Libya and outside detention centres. It also endeavours to better define and understand the specific needs of migrant and refugee children in Libya and the threats they encounter all through their journey.

Since the numbers are huge and resources may not be enough, a focused attention on education and child protection seems logical and answering the immediate and long-term needs for overall development of children. Also, the fact that UNICEF conducted a ground check and revised the results framework during the inception phase points out to the

relevancy of the programme design and implementation. The revised matrix of results and activities is attached at Annex 8.

Relevance of Resilience Building Programme - Log Frame Outputs against Objectives

The results framework (*Log frame*) of the program covers both the education and child protection sectors. In restructuring of the results frame, it has been expanded to include all vulnerable children in target locations. In a further revision of the frame, the intended results of the programme were modified. For protection (*Result 1*) it did not change except the locations were re-termed as municipalities. However, for Result 2 (*education*), formal stream was added to the result statement on the already articulated non-formal education interventions. Some key interventions were modified, and targets reduced (*as well as enhanced*), to align with the situation on the ground. Key interventions that were dropped included establishment of case management systems (*child protection*) and enrolment of migrant & refugee children (*education*). Similarly, in the revised frame, target for transitional centres (*originally aimed to establish five*), was reduced to one. The target for children supported with specialised child protection services was reduced from 2,700 to 1,500. For education, the target for covering 50,000 vulnerable children accessing catch up classes and receiving school supplies has been modified to include both formal and non-formal streams of education but intended to cover only 40,000 children. Targets related to vocational training for youth were dropped.

Bayti centres were added in the revised framework. Similarly, school rehabilitation was brought into the frame with a target of 19 schools. The earlier target of 5,000 children participating in community based psychosocial support programme was significantly enhanced to cover 15,000 children under the revision.

However, the results framework can be strengthened further by having a theory of change for the programme. Additionally, the evaluators would like to make the following observations on the log frame:

- 🔗 *Inappropriate indicators*: The programme should have high-level indicators, even if data are not tractable on a yearly basis. The revised results log frame of the programme uses an indicator on *number of research studies (target - 1 study)* to create evidence-based knowledge generation for improved programming and policy making. The evaluation is strongly of the view that at the time of the revision of the log frame, this could have been more specific – and a technical note attached as to how one research study would contribute to the high-level result. The results framework does not provide any technical notes to define indicators for measurement. For instance, outcome level indicators for child protection appear to be high level outputs, and miss to communicate what may have changed, and how it would be measured. “Participating” and “supported” should be reviewed and a more appropriate outcome level term should be used (*which could be measured as well*) such as “enhanced skills as demonstrated by”. Further, for example, a high-level indicator could be related educational achievements – systemic access to national educational institutions ensured to all; policies related to education and protection formulated; strengthened capacities of national, municipal and local institutions in providing equitable education and protection services; use of evidence in making decisions; strengthening of self-efficacy, agency etc. The evaluators understand the genesis of the results framework and the revisions needed to be brought into it. However, in the absence of a theory of change, it is recommended that outcomes be assessed at a higher level. The evaluation also notes the peculiarity of the context, but there is no technical note to

explain the parameters of the outcome level indicators, and how their numbers are to be estimated (*i.e. through survey or any other methods*). To give another example, the indicator of Result 1, indicator 2 reads '*number of children supported with specialised child protection services*'. It is not clear what specialised child protection services are and how they would be measured. The evaluation recommends making them more specific and measurable. One may also like to know which one is a better indicator – *number or specialised services?*

- 🔗 *Use of data sources:* The log frame mentions third party monitoring (TPM) and partners reporting as dual sources of receiving reports and updated data on coverage etc. The reliability is solely indicated to be on independent data collection. However, it is not clear who will do the analysis for better decision making. The evaluation assumes this would be taken up by the new Programme Management Unit at UNICEF.

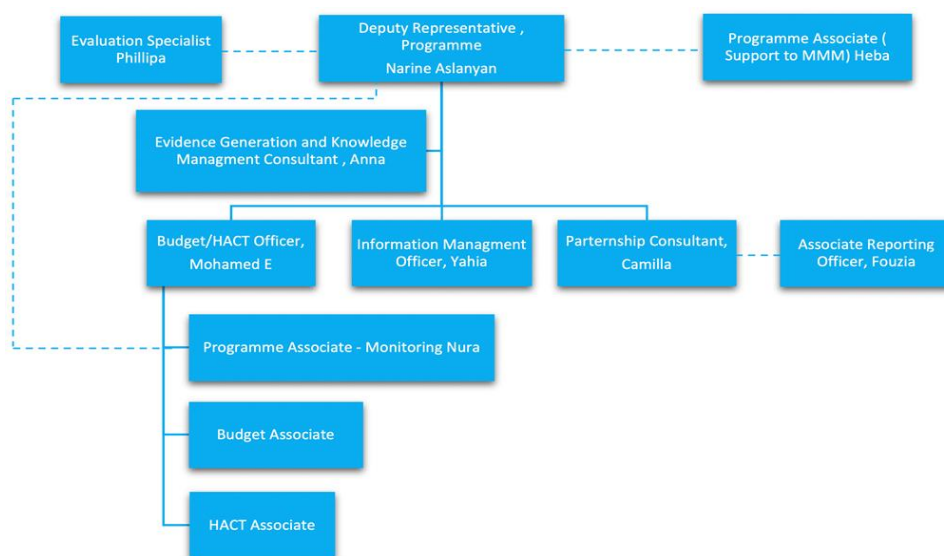
In 2017 and 2018, UNICEFs field monitoring activities were undertaken by an international NGO, Italian Council for Refugees (CIR). This exercise was however, not found useful by UNICEF²³ due to poor management by the NGO, lack of capacity of its staff and restrictions in access to locations in Libya leading to further subcontracting. The overall cost of the PCA was also high.

UNICEF decided to change the modality of third-party programme monitoring implementation from an NGO to a service provider and accordingly, engaged ELKA which was mandated to conduct 153 programmatic visits, 98 beneficiary feedbacks and four rapid assessments. However, UNICEF again experienced capacity gaps and lack of programmatic understanding among the ELKA staff. The quality of reports remained very poor and UNICEF observed inflexibility and conduct related issues in their staff.

The reports from ELKA were assessed by the evaluators. These reports were not found to be upto the expected standards, and no consistent, in-depth analysis was possible. These reports did not capture the essence or the progress of the programme well. The evaluation recommends that UNICEF re-strategises its TPM plans. Triangulation of the TPM reports with those submitted by implementing partners would be useful to assess progress and relevancy. Otherwise, the present evaluation does not see any value of using multiple data sources for tracking a result indicator. In case the donors insist on using multiple data sources, it is imperative to add a technical note stating the way targets are calibrated for each data source.

- 🔗 UNICEF has established a Programme Management Unit (*see figure below*) to ensure high-quality programme implementation, by facilitating planning, coordination, assurance of quality through programme monitoring and evaluation. The evaluation learnt further about the plans for monitoring to be done by three consultants – one based in Tripoli, one in Benghazi, and the third one in Sabha. Another existing consultant based in Sirte will also be included in the overall TPM team. They would undergo capacity building to be done by an international consultant, specialized in programme monitoring. This, the evaluation considers as a positive step in strengthening programme monitoring and endorses it. The evaluation also accessed the programme monitoring formats for Harmonised Approach to Cash Transfers (HACT), which can provide meaningful information from field missions to triangulate data and assess progress.

²³ Third Party Programme Monitoring for Libya Country Office Strategy Note, 2019



Structure of Programme Management Unit, UNICEF Libya Country Office

🕒 Data inconsistencies: The evaluation has not been able to assess data inconsistencies from the documents and data accessed for the purpose. This is strongly recommended as an exercise to check if data being provided by programme partners could be further strengthened, streamlined and can be relied upon. Discrepancy is not unusual, but it is important to reconcile the figures, or at least mention in the results framework which data source is used and why.

Theory of change for improving basic services: UNICEF programme sections and cross-cutting areas such as emergency preparedness and response have developed a theory of change within their respective Strategy Notes. However, this has not been the case for the programme under evaluation.

It is imperative to develop a theory of change to assess the relevance of activities and outputs in achieving the stated objectives of a program. Following this imperative, a plausible theory of change needs to be developed to explain how programs and interventions are expected to protect or promote services. Though the log frame for the programme clearly brings out the action plan, with its detailed activity plans (*in the earlier versions of the frame*), this is not the only way to promote basic services in the country and it may be difficult to attribute results even in the target municipalities. The basic service sectors need to be supported by several other programmes to have a national level result.

1. For instance, the national government should support capital investments in basic service sectors. In the absence of state allocated budget, the evaluators were unable to identify complimentary allocations for the sectors of education and child protection. Organisations like UNICEF and their implementing partners provide programmatic support. This support aims at identifying and supporting the government run programmes with filling gaps so that a comprehensive benefit oriented and targeted programme is created in a transparent and participatory manner. UNICEF cannot run the entire programme on its own and needs government's committed resources – both human and fiscal – to reach beneficiaries holistically. The evaluation was made aware of government run programmes – each with different levels of scope, access and utilisation, but there was no evidence of data related to programmatic spends versus allocated budgets for service delivery. This

may be a limiting factor for UNICEF to take up direct cash transfers to governments and the lack of which may not allow an effective implementation of agreed programmes.

2. Similarly, the evaluators were unable to assess whether there are supplementary funds available from the national government or other development partners operating in the country in the education and child protection sectors which may, amongst others, be a significant source of finance for procurement of supplies and creation as well as maintenance of infrastructure.
3. Referring to the log frame, it is reasonable to say that the Resilience Building Programme activities and outputs are relevant for achieving the program objectives. However, it should be borne in mind that the sector specific programs also complement the resilience building of a community in the country. Without the support of those programs, it would not be possible to scale up basic services in all the municipalities and thereby in the entire country. For achieving desired outcomes and impact, it is imperative to integrate the current EUTF supported project with the sector specific programs, otherwise there may be duplication of interventions leading to sub-optimal use of resources. The programme integration therefore should be one of the key considerations for on-going efforts towards donors' harmonization. The evaluation understands that in the case of Libya, this may not be possible, so far.

Relevance of Focusing on Emerging Needs

The programme was conceptualised by UNICEF to cater to the needs of the vulnerable children from refugees and migrant communities. However, in a major revision during the inception phase itself, it was revised to cover all children in the target areas, whether Libyan or non-Libyan.

In the context of volatility, unpredictability and the pandemic aftermath, a flexible approach to respond to emergencies is needed as was done in 2017 when UNICEF was allowed to use contingency funds by EUTF.

UNICEF targeted to establish an effective model to gain trust of Libyan Officials to consider helping migrants outside detention centres, while continuing to advocate for the creation of alternatives to detention.

To reach out to all vulnerable children and answer their different needs, whether they are from the host community, refugees, IDPs or migrants, UNICEF assessed the different situations of vulnerable children in Libya and planned different types of educational services. These included formal education to target all Arabic speaking children who have an opportunity to access public schools and; non-formal education in private community schools where migrant and undocumented children would be able to access accredited education. The cover also provided for basic education activities in detention centres with more focus on psycho-social support and learning centres providing different education programmes in remote areas where children and specifically migrant and undocumented children did not have access to either formal or non-formal education. This is relevant to the prevailing and emerging needs of children.

Further, due to the urgent and unexpected humanitarian situation in Sebratha, in October 2017 UNICEF requested EUTF to use the contingency budget to respond to the needs of more than 14,500 migrants, refugees and asylum seekers including women and children. EUR 300,000 from the contingency budget was used to support water, sanitation, hygiene programmes, procurement²⁴ and distribution of essential nutrition supplies as well as to

²⁴ Alternative funds were also used

procure and distribute some clothes (*including winter garments*) for vulnerable children. All these interventions were of life saving nature and essential for the protection of children. This is an appreciable aspect of humanitarian programming in Libya. Situations are dynamic and needs change by the day. While resources are limited, a mechanism of funding flexibility to allow partners to quickly mobilize and respond is critical. In this case the approval process from EUTF needed only a week.

To conclude, the programme remained relevant as it considered local realities and the needs of target groups in the country. It went on to modify the intervention's design and intended results to make them consistent with the needs of key stakeholders including target populations and remained suited to the situation, over time. It adapted to the changing needs and contextual developments in a timely manner while being in line with UNICEF's development/humanitarian priorities in Libya.




Program Coherence

For efficient and effective spending of donor funds, it is important to improve funds management of implementing partners, transparency and accountability, and deep engagement of stakeholders in all facets of service delivery. There is also a growing realization that without strengthening local governance institutions and systems, sustained delivery of quality basic services is simply not feasible.

The Resilience Building Programme is highly coherent with the UNICEF policy of development and humanitarian nexus to support decentralised delivery of basic services at community levels. Coherence with the National Programmes could not be assessed in the absence of literature on the subject. Besides, as evident from the log frame, both the sub-programs complement each other in improving basic service delivery. In fact, activities at the Bayti centres provide scope of integrated service delivery – for education, protection and health, nutrition and WaSH.

The log frame and other programme documents also highlight strong complementarity between the Resilience Building Programme and the sectoral programmes of education and child protection. While the resilience programme is supporting direct programme implementation, sector programs provide an overall enabling environment along with other donor funds and regular resources which additionally complement (*each other*) for infrastructure and facilities as well as supply of commodities. Harmonization of all these programs would be key to enhance quality service delivery.

Recommendations

-  The evaluation recommends that the results framework be strengthened further by having a theory of change for the programme.
-  UNICEF needs to relook and re-strategise its Third-Party Monitoring Plans. It would be good to have a strategy for triangulation of information from multiple sources – TPM, implementing partners reports and the Programme Monitoring Unit's reports to make informed decisions.
-  There is a need to have a plan for making direct cash transfers to governments. This may not be yet possible due to weak systems within the government. However, it is recommended that UNICEF and other stakeholders take up this issue with the government and include it in their advocacy agenda. The evaluation recommends what UNICEF should be doing (*in an ideal situation and in the present situation, to the extent possible*) – continue to build capacities of the government and advocacy on

accepting assessments such as HACT to understand gaps which need to be filled before the programme could be handed over to the government or sustained.

🌐 It is recommended that a study be carried out, even if taking small samples on checking for data inconsistencies in reports/data being provided by programme partners for strengthening, streamlining and reliability.

🌐 It is imperative to integrate the current EUTF supported project with the sector specific programs, otherwise there may be duplication of interventions leading to sub-optimal use of resources. The program integration therefore should be one of the key considerations for on-going efforts towards donors' harmonization.

🌐 UNICEF should focus on Bayti Centers and equip / resource them well – “*what works, do not change*”.

🌐 Transition Centers – this could become a major achievement in the programme and needs to be prioritized, realized and established in key locations. A further push with government at National and Municipality levels is needed. UNICEF may consider engaging UN at the highest level, the EU Mission in Libya and other stakeholders for strengthening its advocacy agenda.

🌐 In consultation with the donor, UNICEF should consider securing resources to expand. Programme should aim to cover all Municipalities (*to the extent possible with the available resources*) – especially where a proportionately larger population of migrants & refugees are. There are difficult Municipalities to operate in – draw up a list of urban areas which need interventions and prioritise the accessible ones. Where specific funding for running Bayti centres is not possible for example, identify other streams of funds to continue.

Summary

Relevance and Coherence of the Resilience Building Programme for Children

Program relevance: Since inception, the Resilience Building Programme has remained a relevant program in the strategic context of the country especially as it is deeply embedded in the UNICEF Country Programme Document (CPD). The CPD has remained embedded in the UNSF for Libya (2019-2020) and the country programme of cooperation which responds directly to national priorities, in accordance with the ‘United Nations working together’ implementation strategy. The CPD is also aligned with the humanitarian, development and peace nexus framework.

The programme remained relevant as it considered local realities and the needs of target groups in the country. It went on to modify the intervention’s design and intended results to make them consistent with the needs of key stakeholders including target populations and remained suited to the conditions of the context, over time. It adapted to the changing needs and contextual developments in a timely manner while being in line with UNICEF’s development/humanitarian priorities in Libya.

Appropriateness of results framework: The results framework (*log frame*) of the program covers both the education and child protection sectors. In the restructuring of the results frame approved by EUTF in 2020, it has been expanded to include all vulnerable children in target areas. However, the results framework can be strengthened further by having a theory of change for the programme.

Program coherence: The Resilience Building Programme is highly coherent with the UNICEF policy of development and humanitarian nexus to support decentralised delivery of basic services at community levels. Coherence with the National Programmes could not be assessed in the absence of literature on the subject. Besides, as evident from the log frame, both the sub-programs complement each other in improving basic service delivery.

Snapshot:

- ④ The design of the programme effectively catered to the needs of the vulnerable children in Libya.
- ④ The Programme largely addressed the core problems of the target groups in Libya
- ④ The relevance of the programme has been strengthened by NGOs, acting as implementing partners.
- ④ The Programme has further strengthened the capacities of Libyan NGOs in Project Management, providing quality education and protection services to the target groups, psychosocial support/non-formal education to the target groups and management of “Bayti Centres”.
- ④ Libyan NGOs have helped UNICEF to access difficult and the critical areas in Libya.
- ④ The programme implementation was targeted towards both teachers and social workers. Moreover, specific needs were addressed by the provision of training on psychosocial support (PSS) and NFE.
- ④ It has been inferred that it is essential that the Resilience Building Programme continues to be implemented for the well-being of the beneficiaries in Libya.
- ④ The programme is aligned completely with UNICEF’s development/humanitarian priorities. It meets the relevant commitments, vision, mandate and guidelines of the organisation. It has all relevant elements to contribute to the overall efforts of humanitarian players on peace building as well.

Chapter 5: Programme Effectiveness (Progress in Achieving Results)

The effectiveness of the programme has been assessed in terms of the extent to which it has achieved the targets in the results framework, whether results were realistic and if they still meet requirements. The evaluators also looked at factors crucial for achievement or failure to achieve results. The findings of the section emanate from secondary literature review as well as key informant interviews with a cross section of stakeholders.

Effectiveness of the Programme

Progress towards achieving objectives and targets

“As for the projects implemented by our organization in partnership with UNICEF, they have had a positive impact and had tangible results in the education sector in the municipality of Sebratha”.

Respondent, KII, NGO, Sebratha

Progress has been assessed using available information and statistics (*wherever possible*), the figures quoted in the results framework in UNICEF Country Office Annual Report (COAR) 2019, and the results presented in various reports submitted to the donor. For indicators to measure results, the evaluation has considered those included in the revised log frame of the project submitted to the donor in 2019 and approved in 2020. The evaluation covers the period between May 2017 and December 2019. It may be pertinent to mention here that the project is probably not the only program that supports child protection and education service sectors in Libya. There are other sectoral programs and initiatives including those from UNICEF and possibly other development partners that are contributing to the results achieved in the country. Also important is to be reminded that the operating environment in Libya is challenging, and while efforts can be measured, results are difficult to articulate and attribute to, especially in the absence of government programmes, authenticated data and effective monitoring systems.

The evaluation has considered 2018 and 2019 as the period of implementation, noting that in the second half of 2017, the project was undertaken as the inception phase and due to various reasons outlined previously in this report, activities did not take off as envisaged.

During the period of implementation, the log frame indicators at activity level against targets were *significantly achieved* and, in most cases, *surpassed* their planned targets. Of the three outcome level indicators for child protection, targets set in two indicators were *over achieved*. The only one which did not move ahead relates to the establishment of the transitional centre which awaits approval by the Municipality after being approved by the Ministry of Interior (MoI). Of the two outcome level indicators for education, one related to accessing formal and non-formal education has been *moderately achieved*. The other one relates to improved learning environments and has been *fully achieved*.

At the output level, for protection, there are two indicators – one relating to establishment of facilities (*Bayti etc.*) for integrated services and the other related to evidence generation through a research study. The latter has been *achieved*, but the former has been *partially achieved*. As per the results available, against a target of 10 centres, five are operational and four are under finalisation. Of the three indicators for education, one related to rehabilitation of schools has been *over achieved*. The remaining two relating to teachers training and provision of school supplies have been *moderately achieved*.

Achievement of targets between 2017 – 2019

	Result	Indicator	Target	Minimum Target	Achieved
Immediate Outcomes	Protection The provision and quality of child protection services have improved. Stronger and coordinated child protection systems are in place and functional in the targeted municipalities	# of children participating in structured, sustained community based psychosocial support programmes	15,000	12,000	36,121 (18,848 boys and 17,273 girls)
		# of children supported with specialized child protection services	1,500	1,200	7,092 (3,080 boys and 4,012 girls)
		# of alternatives to detention supported with child protection services supported by UNICEF	1		0
	Education Formal and Non-formal education is accessible and provided in appropriate learning environments in the targeted locations, and the quality of the education services has improved	# of vulnerable children accessing formal and non-formal education services	40,000	20,000	20,144 (10,559 boys and 9,585 girls)
		# of children benefitting from improved learning environments *This correlates to a maximum of 19 schools rehabilitated	9,500	6,000	10,887 (5,075 boys and 5,812 girls)
Outputs	Protection Child protection services are available to vulnerable children and caregivers in targeted communities	# of community centres or child-friendly safe spaces (including Bayti centres) providing integrated child protection services to children	10	8	5
	Evidence-based knowledge generation to contribute to improved programming and policy making	# of research studies conducted	1		1
	Education Training of teachers conducted	# of teachers/education personnel receiving training on active learning and psycho-social support	1,000	800	540 (180 men and 360 women)
	School material provided to the pupils and teachers	# children who have received education materials	40,000	20,000	24,935 (13,200 boys and 11,735 girls)

	Rehabilitation of the facilities including WASH completed	# of schools rehabilitated	19		24
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Progress Performance

The results articulated below are excerpts from the results outlined in the UNICEF COAR 2019 (and focuses only on child protection and education as well as on young people here). The Resilience Building Programme interventions have greatly contributed to achieve these results; however, it can be clearly stated that the results listed below do not reflect nor do they intend to be wholly attributed to the evaluated programme.

Performance must be assessed against the context. Libya and its current situation do not offer an easy or comparable operating environment where results can be easily achieved and articulated. The fact that after a long hiatus from the country, UN agencies were able to have a quick start post the revolution is *commendable*. For UNICEF, which has developed partnerships with the government ministries on the one side and with key civil society organisations on the other, is a *major achievement* and can be termed as *proficient* when benchmarked against effectiveness of its approach. The evaluation has evidence of key ministries being part of the decision-making process. Partnerships are crucial – the fact that UNICEF was able to have agreements with the right government ministries as well as all Municipal Councils has to be understood and appreciated. Otherwise, how would an agency like UNICEF operate - *who does it work with and how?*

The programme is addressing mistrust as well – not easy to circumvent in a limited time period. Communities in Libya trust the civil society actors more than the government. However, the civil society in Libya is itself in its nascent stages, having initiated their interventions very recently. Discrimination is prominent and any effort aiming at addressing it is *worth commendation*.

Monitoring is critical to ensure results. However, in the context of Libya, it may not be possible to have effective monitoring. The reliance of any organisation on limited monitoring interventions has to be appreciated especially if third party monitoring is being undertaken. To complicate matters further, absence of data from the government makes it difficult to compare and attribute results.

Establishment and organising steering committee meetings with Ministries was rare in Libya at the commencement of the programme but is now a reality. This too is a *result, achieved effectively*. Advocacy, especially on human rights and in this case, on rights of children, is also an important milestone which was achieved in collaboration with IOM, the EU Ambassador and UNICEF. Highlighting the plight of migrant and refugee children; attempting to bring empathy in the government on these vulnerable communities is an effective way to advocate for rights of children.

During 2019, UNICEF strengthened its comprehensive approach to partnership building with key ministries, municipal councils, civil society organizations, UN agencies and donors. UNICEF developed 10 Annual Work Plans with its government counterparts - a remarkable achievement. UNICEF partnered with 14 national organizations and worked with the United Nations Support Mission in Libya (UNSMIL), Office of the UN Resident Coordinator and other UN agencies.

Results Achieved

Towards realization of SDG 16, during 2019, UNICEF strengthened its strategic approach to child protection. UNICEF signed three Annual Work Plans (2019-2020) with the Ministry of Social Affairs, the Ministry of Interior and the High Commissioner for Children, respectively. A Work Plan with the Ministry of Justice was approved. UNICEF strengthened its integrated approach to programming and coordination during 2019 and increasingly, child protection interventions include contribution from several sections, including education, health and WASH.

During 2019, UNICEF reached a total of 105,241 children with child protection services. Towards the establishment of a child protection system, UNICEF and relevant national authorities finalized and agreed on a five-year National Action Plan to End All Violence against Children in Libya. Within this framework, UNICEF provided capacity development for 862 child protection service providers (274 men and 588 women) including from the government, local partners and child rights actors. UNICEF and partners also supported the State Party and Shadow Reporting to the Committee on the Rights of the Child.

In the absence of a functional child protection system, UNICEF worked with partners to provide psychosocial assistance to the most vulnerable. In 2019, UNICEF and its partners provided 89,270 children (44,608 boys and 44,662 girls) with community and school based psychosocial support. In addition, UNICEF continued to work with partners in the six targeted municipalities to provide specialized child protection and Gender Based Violence (GBV) services to the benefit of 7,808 children (3,508 boys, 4,300 girls). During 2019, about 22,917 parents, caregivers and community members received psychosocial support, parental support and awareness on how to prevent key violations of child rights and violence against children.

During 2019, UNICEF initiated the establishment of 10 multisectoral community centres, called 'Bayti Centre' (*Bayti means 'home' in Arabic*). The Bayti centres are safe spaces, providing integrated child protection (*including GBV related*), education and health support to the most vulnerable children and their families, including migrants, refugees, and conflict-affected communities. UNICEF started scaling up the Gender Based Violence 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 case building relevant service providers*), to roll out Gender Based Violence Information Management System (GBViMS), and to support behaviour change on prevention and response.

In the framework of the 5-year Action Plan to End Violence against Children, UNICEF is coordinating with relevant line ministries to evaluate existing child protection and child rights procedures and mechanisms as part of its preparation for the development of a long-term strategy within the framework. This will include support to Family and Child Protection Units (FCPUs) in targeted municipalities. During 2019, UNICEF continued to work with relevant government authorities on the establishment of alternatives to detention for children in contact with the law, aiming at creating transitional centres for detained migrant children. These centres will hold children for a short period of time, during which, long-term solutions will be identified on a case-by-case basis by a panel for Best Interest Determination (*comprising of IOM, UNHCR, and UNICEF*). UNICEF received approval to establish the first transitional centre from Ministry of Interior (MoI) but is still awaiting approval from municipal authorities to set it up (*at the time of evaluation*).

In 2019, UNICEF continued to advocate for all actors to abide by International Humanitarian Law and the CRC and its protocols, including at the UN Human Rights Council. UNICEF and

its partner finalized a mapping of CSOs working on child rights and human rights. On this basis, UNICEF was able to establish a child rights network across Libya to enhance, promote and advocate for child rights and child protection and to monitor grave violations.

Contributing to the realization of SDG 4, during 2018, UNICEF continued to focus on improving equal access and quality of formal and non-formal education in Libya. UNICEF signed an Annual Work Plan with the Ministry of Education (MoE). In this framework, UNICEF built the capacity of 954 education personnel (355 males and 599 females), including teachers and members of the MoE in Education in Emergencies, Education Management Information System (EMIS) Phase II, and Child Safeguarding. In partnership with the Arab Institute for Human Rights (AIHR), UNICEF supported the development of the Life Skills Citizenship Education manual (*including translating it into languages used by migrant communities*) and capacity building of 140 education personnel and community members. The Life Skills Framework was piloted with 812 adolescents and young people in four municipalities. Based on the success of this programme, the pilot is planned for rolling out through the national education system in 2020.

UNICEF provided education humanitarian assistance to children affected by the armed conflict. A total of 191,000 conflict-affected and migrant/refugee children received formal and non-formal education support through mobile teams and community services; 24,369 children benefited from school supplies and; UNICEF and the MoE supported a 'Back to Learning' campaign. UNICEF rehabilitated more than 20 schools across Libya (*including fitting schools with gender-appropriate WASH facilities*), directly benefitting 19,480 children (9,527 boys and 8,953 girls) in Tripoli, Aljara, Misrata, Murzuq, Sebha, Benghazi, and Zwara.

For young people in Libya, UNICEF contributed to SDG 10, 8, 4, 5 and 16. UNICEF aims to increase the resilience and social and economic inclusion of young people in Libya, allowing them to play an active and positive role in their society. UNICEF has two Annual Work Plans addressing the unique needs of the second decade of children with the Ministry of Local Governance and the Authority of Youth and Sports, respectively. UNICEF developed a Youth and Adolescent Vulnerability Assessment Framework and completed a study in targeted municipalities, to inform programming. During 2019, UNICEF advocated with local government officials for the prioritization of the needs of children and young people in their respective municipalities; worked towards the re-launch of the Child Friendly Municipality Award, in partnership with the Ministry of Local Government and, sensitized 57 municipal councils on the importance of creating an enabling environment for children and adolescents. Within the context of the Generation Unlimited (GenU) strategy, UNICEF developed Youth Friendly Spaces in four municipalities. UNICEF and partners conducted skill development trainings for 2,299 youth. UNICEF supported 23 social entrepreneurial projects related to

"So far in the programme, providing education to migrants, refugees and Libyan children has been a big achievement. We provide education by dividing the duration of the project in cycles. This way we are able to provide education to a large number of children. From the beginning of this project, we have been successful in providing education to 600 children, which is an achievement. In terms of Child Protection, PSS is really working well while we are also in the process of building the case management component. The programme is likely to have a significant impact."

Respondent, KII, International NGO, Tripoli

peacebuilding with small grants, proposed by young people after being trained. About 691 adolescents and young people participated in Technical and Vocation Education and Training (TVET) short courses and 1,608 participated in sports and cultural activities. Based on the success of this pilot, UNICEF is currently expanding the project to 24 municipalities.

Specific Project Results

The specific project results, activity wise, have been presented in this report as Annex 9.

Findings on Service Delivery

Key findings based on interviews with implementing partners: -

Service standards: In most locations where the project is under implementation, the partners have developed service standards for education and child protection services. These are aligned to guidelines from UNICEF and other international standards and protocols. This is an encouraging trend. However, while developing service standards is necessary, it may not be enough to improve service quality.

There must be an effective Monitoring and Evaluation (M&E) system to ensure proper monitoring of implementation of the service standards and assessing their contextualised effectiveness. In subsequent evaluations it may be

"I think the programme has not sufficiently considered building capacities of stakeholders, implementing partners etc. To ensure sustainability, still more is needed."

KII Respondent, NGO, Tripoli

useful for UNICEF to look at assessing the monitoring of quality service standards.

Facility survey: Implementing partners stated that they conduct activities as outlined in their respective Project Cooperation Agreements (PCAs) or contracts. While some mention that they have specific manuals they have developed, some have developed curricula etc. and there are several who provide specialised services like psycho social support, remedial tutorials, organising girls' clubs etc. It would be beneficial for UNICEF to have a facility assessment of schools, Bayti centres and other institutions where children are exposed under the programme to implementing partners. Some of the partners may have already conducted some sort of facility surveys. All these initiatives are important for preparing a proper inventory of infrastructure/facilities and in identifying the gaps that are impeding service delivery as per established standards. *At present, this is a weak link in service delivery.*

Beneficiary survey: From the TPM reports as well as other relevant documents evaluated, including beneficiary feedback, the limited use of this important tool cannot be over emphasised. In the view of the evaluation, if implementing partners are not systematically gathering feedback from beneficiaries and / or other stakeholders, this is a great impediment and is not a good practice. ELKA consulting was tasked as TPM for conducting beneficiary assessment, but their findings leave a lot to be covered. Going forward, the evaluation recommends that beneficiary feedback be an integral component of the existing Management Information System (MIS) of the PCAs/Contracts with standardised formats to be provided to partners and analysis plans in place to assess overall satisfaction levels of the people UNICEF serves.

Partner level performance in service delivery: All the implementing partners interacted with,

"We would like the partnership with international organizations to be easier, more flexible and commensurate with the current state of the country".

Respondent, KII, NGO, Tripoli

have an understanding about the performance expectations in service delivery. When enquired about what proportion of centres, institutions are providing services reasonably well, the partners could provide some indication. It appears from the partners' responses that the

proportion of facilities that are providing satisfactory levels of services is more than 75 per cent. The partners are not only tracking service delivery at centre/facility level but also taking measures to improve service delivery. Examples of such measures are as follows: -

1. AIHR facilitator posts videos and pictures about project activities on social media. The organisation has been able to carry out its activities despite strikes and attacks in Tripoli. It claims to have alternate plans to deal with arising issues and challenges in the project.
2. CESVI has been successful in providing education to migrants, refugees and Libyan children by dividing the duration of the project in cycles.
3. Al-nahla have been successful in establishing child friendly spaces for those in need.

As evident from above, the partners have willingness to, as well as some experience of assessing service delivery at facility levels. It may be pertinent now to introduce an appropriate 'results based, and incentivised' system to evaluate and monitor service delivery at centre/facility level, as per standards.

Performance of service providers: as per the respondents during key informant interviews, there is no system on assessing the performance of service providers at facilities supported by the programme, presently. Respective implementing partners have their own systems to assess their staff performance. However, this is not standardised. In such case, the evaluation recommends that the programme develops mechanisms to grade performance of the staff running Bayti Centres, NFE and Transition centres (*as the case may be*) using some rating criteria. There is a further need to track delivery of extension services at community / municipality levels.

There may also be a need to study the gaps and enabling factors for improving service delivery. This is not only to document good practices but also for sharing with the government and other partners directly providing similar services in the country. Specific measures such as training of school principals and staff; experience sharing with model schools (*if any*) on a regular basis; regular follow up meetings; and ranking of schools are recommended. There may be a need to assess budget constraints as well.

The challenges and constraints of service delivery: cannot be expressed more than what has already been mentioned in the sections above and annex as related to the operating environment. The challenges as outlined by most of the respondents hovered around lack of government ownership, apathy towards non-Libyan children, insecurity etc. Additionally, the evaluation found that high staff turnover impedes implementation. This (*may be*) is largely due to inappropriate remuneration, limited growth opportunity, poor work environment, and heavy workload. Shortage of skilled/trained human resource is another constraint in effective delivery. Several factors are responsible for staff shortage, such as high staff turnover; inadequate staff training; recruitment of staff without matching job profiles; etc. While it may

not be possible for a programme (*of limited dimensions*) to address an issue of high staff turnover which is a much wider and larger issue, some good suggestions would be to look at remuneration and incentives; staff development including capacity building and creating a growth path and institutionally, having a system of building institutional capacity as compared to just individual capacities. There are several other challenges implementers face on a day to day basis and some of these are peculiar to the sectoral interventions. However, the evaluators opine that these are the circumstances under which the partners collaborate with UNICEF and it is expected that a risk matrix along with a mitigation strategy is an integral part of proposals for UNICEF support, and recommended to be done, if not being done already.

Quality of Services Provided

During the evaluation, the KII respondents were asked to respond, among others, to questions related to quality of service delivery *viz.* (i) whether they see any improvement in quality of education and child protection services compared to previous two to three years, and (ii) what were the reasons for stating that service quality has 'improved' or 'not improved'. Most of the respondents informed that quality of education has improved marginally (*only past revolution phase in 2011*), and smaller number of them stated that education has improved significantly. The perception of improved service underscores several factors such as easy access to schools; improved infrastructure; availability of enough numbers of qualified teachers; education in local languages; and no discrimination in enrolment of students.

Similarly, on child protection services, a significantly large proportion of respondents stated that the quality has seen an improvement post the establishment of Bayti centres and as seen in the advocacy efforts.

Overall, most of the respondents mentioned that education and protection services have *improved marginally* compared to three years before (*not comparing to the situation prior to 2011*).

Progress in Strengthening Local Accountability and Transparency

Citizen's Engagement

Financial Transparency and Accountability (FTA): The FTA initiatives are not integrated with government's public financial management system as this is not established in Libya. However, within the PCAs and Contracts, FTA measures are in built as per UNICEF protocols and are being followed.

One of the avowed objectives of FTA is to increase citizen's understanding of the budget and expenditure posted through different media. This has not been possible in Libya as no evidence to the contrary was presented to the evaluation.

Social Accountability (SA): Under the programme there are no elements of social accountability embedded. The evaluation recommends consideration for inclusion of citizen's engagement, FTA and Social Accountability in the next phase of the programme as relevant to the context and objectives of the programme. There are potential benefits of FTA-SA linkages, and these are now well understood as an international good practice, by the government officials, service providers and implementing partners etc.

Managing Results

In terms of monitoring project log frame results, the evaluation found that this has been performed *moderately well*. Implementing partners report against their committed outputs.

However, these results have not been analysed or triangulated with other data sources. Third party monitoring, though implemented, has not been carried out effectively by the implementing contractor. However, the evaluators opine this is not enough, and TPM should be carried out by UNICEF directly or through specialised firms as recommended in the relevance section. This is also not included in the log frame, which is a weakness of the framework. In 2020, post the evaluation frame, UNICEF has established a Programme Monitoring Unit as well as organised monitors across Libya who visit projects. Additionally, there are now two TP monitors (one focusing on 'no harm' and the other on impact') recruited directly by EUTF, looking at project implementation in detail.

The results matrix is updated and progress against indicators with disaggregated data (*largely gender related, wherever available*) are shared in quarterly reports submitted to EUTF. In the understanding of the evaluators, these results are expected to be presented in steering committee meetings as well. However, the evaluators did not access any evidence of this being done, more so due to the steering committee meetings not being held regularly, as planned.

The evaluation rates data quality of child protection and education sectors as *acceptable*. However, there are issues related to timeliness of data reported in the periodic reports. The evaluation understands there are requests for ad-hoc reports from the donor. This need, according to the donor, is to provide regular feedback to the donor headquarters and other stakeholders. The donor recommends that this aspect of the project be strengthened further, and a system of regular periodic data generation and submission be streamlined as per the agreement with the donor.

Aid Effectiveness - EUTF Grant

The present evaluation has additionally investigated aid effectiveness of the EUTF support to Libya in the background of the aid landscape in Libya. The assessment is carried out using the Paris Declaration. This section also includes a brief discussion on the EUTF's engagement in policy dialogue with the government.

The present evaluation has assessed the aid effectiveness in terms of the five principles of the Paris Declaration of aid effectiveness *viz. ownership, alignment, harmonization, managing for results, and mutual accountability*. The findings suggest that the resilience building project, as evolved through the two years of implementation, *moderately* meets all the criteria demonstrating a *high degree of aid effectiveness*.

Ownership: The engagement with the functional government during the design phase of the project commencement was limited, but involvement matured in the successive period leading to a 'developing ownership pattern' of the program design including agreement on the core principles and the results framework. This was also demonstrated through the establishment of the steering committee and the signed annual work plans etc. The evaluation understands the situation in which this programme is being implemented and finds that efforts made by UNICEF are in the right direction and *optimal* under the circumstances.

Alignment: The development objectives of the Resilience Building Programme are well aligned with the CPD, UNSF and other policies and protocols of the UN, especially as it relates to Libya. Besides, the program makes use of the UNICEF implementation model of delivering through its partners including the national and international civil society organisations. For performing tests related to core principles, as well as for monitoring results, the program mainly relies on third party monitoring, partner reports as well as monitoring reports from UNICEF staff. There was as well a monitoring mission undertaken by EUTF in early 2019.

Harmonization: The funding system of the programme is harmonized by the funding being provided to other UN agencies including UNHCR and IOM, which is a major instrument to achieve harmonization of resources. The evaluation did not study donor's harmonization. However, as a good practice, it is recommended that OCHA or any designated agency considers, if not being done already, initiating donor harmonization for humanitarian assistance in Libya. A pool-funding system may be considered. This would help in not only reducing transaction costs, but also relieve EUTF and other donors as well as the relevant government ministry from following multiple financial procedures and reporting systems that the individual donors might need. The evaluation learnt that efforts have been taken to initiate this mechanism led by the Humanitarian Country Team (HCT) but has not yet gained traction from all stakeholders.

Managing for development results: The Resilience Building Programme has a strong focus on results. In particular, the program design includes a specific component on managing for results. The program results are updated and discussed in every quarterly report submitted to the donor, and the measures to improve the results and to address specific challenges are jointly decided by UNICEF and EUTF.

Mutual accountability: The programme ensures high level of mutual accountability through Harmonised Approach to Cash Transfers (HACT) and other diligence requirements for provision of resources from UNICEF following its standard protocols, which also includes monitoring by UNICEF and the donor.

There are other initiatives that have deepened mutual accountability such as participation of stakeholders in steering committee meetings as well as other technical working groups which see the participation from a cross section of stakeholders and the sector ministries.

Donors' Engagement in Policy Dialogue with the Government

The EU Ambassador as well as the team from EUTF have engaged with the Government Ministries in Libya, which strengthens the components of the evaluated programme well. The advocacy efforts aimed at restoring human rights especially focussing on children's rights as relevant to the programme. Engagement has also been on issues of finding alternatives for detention of children - transitional centres. Though the government response has been less than encouraging, nevertheless, the initiatives of the donor is *appreciable*.

Recommendations

- ④ The evaluation recommends establishing (*or strengthening*) an effective Monitoring and Evaluation (M&E) system to ensure proper monitoring of implementation of the service standards and assessing their effectiveness. In subsequent evaluations it may be useful for UNICEF to look at assessing the monitoring of quality service standards.
- ④ Conducting beneficiary survey - Beneficiary feedback is an important input to improve service delivery and must be tracked periodically. This is a missing link in the programme. The present evaluation strongly recommends introduction of yearly beneficiary survey as an integral part of the programmes' M&E framework. Each implementing partner should undertake beneficiary survey using standard tools, and the results should be integrated to get an overall programme perspective.
- ④ It is recommended that UNICEF carries out a facility assessment of schools, Bayti centres and other institutions where children are exposed under the programme to implementing partners. The assessment could help prepare a proper inventory of

infrastructure/facilities and in identifying the gaps that are impeding service delivery as per established standards. This would also help in assessing adherence to safeguarding protocols.

- ④ The evaluation recommends that the programme develops mechanisms to grade performance of the Bayti Centres, NFE and Transition centres (*as the case may be*) using some rating criteria.
- ④ A risk matrix along with a mitigation strategy be an integral part of proposals submitted to UNICEF by interested partners. These matrices need to be monitored.
- ④ The evaluation recommends consideration for inclusion of citizen's engagement, FTA and Social Accountability in the next phase of the programme.
- ④ Sequencing – certain activities being done by several actors need to be carried out in a coordinated sequence. For example, it was recorded that local partners have started delivering activities, however preliminary steps as foreseen in the project design had not been taken. Reverse sequencing of implementation steps affects quality.
- ④ Develop a comprehensive Capacity Development Strategy – to create an enabling environment, institutional and individual capacities. Just training may not be effective. A specialized agency may be hired to map the capacities at different levels in the country and come up with specific gaps which need to be filled. This could further include a framework which allows capacities to be mapped and built at all required levels. National NGOs require capacity building in education and child protection in fragile and conflict-affected states and emergencies - to sustain Bayti Centers, for instance. UNICEF PCAs / contracts should have an essential component of capacity transfer from international to national organisations and include it in the framework.
- ④ Stronger advocacy is required with the Government to ensure it provides attention to vulnerable children. The Steering Committee, Technical Working Groups etc. have been established and are making efforts – these need to be sustained, and when possible, scaled up especially for interventions like Transition Centres. UNICEF may consider engaging (*if local context allows*) a Celebrity Endorsement strategy. Another activity that can be done is to expose government officials to what is happening outside Libya through organising webinars or audio/video documentaries as good practice dissemination.
- ④ UNICEF to consider including a Communication for Development (C4D) component in the programme – not just for campaigns but developing a holistic C4D programme to support resilience building in Libya. An agency may be hired to map existing C4D capacities and recommend contextually relevant communication strategies which should cover audience, messaging, media landscape, frequency and channels etc. Alternatively, a dedicated staff / consultant be hired for the purpose against a specific job description.
- ④ Consider approaches to ensure issues of vulnerable adolescent boys and girls are properly attended to and they do not become invisible. Life skills development needs to be accelerated and taken up strongly. Including the support to TVETs may also be evaluated, knowing in the context of Libya, TVETs are a challenge. Children should be assessed before and after joining education clubs for life skills education to measure gains and concept of solidarity, accepting diversity etc.

- ④ Longer education cycles are needed in Bayti centres and other facilities which provide integrated services on education and child protection. It is understood that in the initial stages it was not possible to conceptualise and manage long cycles, it is now time to do so.
- ④ Catch up or remedial classes should take up more vulnerable children in formal education system as much as possible.
- ④ School aids should support e-learning – consider including certain special supplies in the next phase to meet the needs especially due to COVID 19 as well.
- ④ Support migrant/refugee children who have completed primary/secondary education in community schools in obtaining valid education certificates. It may be difficult to do so, but needs to be pursued, nevertheless, as possible.
- ④ Assess feasibility of conditional cash transfers. Introduce livelihood support and cash transfers programme to support vulnerable families with children. This must be assessed in line with the prevalent laws of the country. If needed, a study on the feasibility of cash transfers may be undertaken by UNICEF. The evaluation has learnt that in 2020, this has been initiated and a consultant has been hired for this purpose.
- ④ ePassport – Innovative and relevant idea. The progress in this regard was not reported. UNICEF should strongly follow up and get this implemented in Libya.
- ④ Engage qualified psychologists and psychiatrists - specialised expertise is needed. The local situation may not allow having qualified national professionals, however, the programme can have a scope for having the services of qualified international consultants who could be brought in for a limited time and one of the key deliverables could be to transfer skills and strengthen local capacity to continue. The evaluation has learnt that INGO's have the capacity and are hiring qualified psychologists. UNICEF also has a contract with specialist local NGO El Safaa who provide services through qualified psychologists and psychiatrists who are a part of the referral pathways.
- ④ The evaluation recommends that UNICEF carries out a compliance review to identify gaps in Programme Reporting to the donor, if any, and come up with specific remedial measures. The expectations of the donor on periodic and ad-hoc reporting have not been addressed fully. The evaluators were informed of corrective measures being taken up by UNICEF in consultation with the donor in 2020. The evaluation would suggest considering development of KPIs for compliance; establishing protocols and monitoring them.
- ④ Strengthening donors' harmonization – Libya is in the eyes of the international community. A lot of resources are committed to support the humanitarian emergencies and provide developmental oversight. There are quite a few donors who are supporting implementation of critical interventions. The evaluation team recommends that a designated body like the OCHA leads in creating a system of donor harmonisation. It would be a step towards efficient pooling of efforts and possibly resources in a country which needs more.

Summary

Program Effectiveness (Progress in Achieving Results)

Progress towards achieving objectives and targets: During the period of implementation, the log frame indicators at activity level against targets were *moderately* achieved.

Results Achieved: During the period of implementation, the log frame indicators at activity level against targets were *significantly achieved* and, in most cases, *surpassed* their planned targets. Of the three outcome level indicators for child protection, targets set in two indicators were *over achieved*. The one related to establishment of transitional centre is lagging. Of the two outcome level indicators for education, the one related to accessing formal and non-formal education has been *moderately achieved*. The other one relates to improved learning environments and has been *fully achieved*.

Quality of Service Delivery: most of the respondents in the evaluation mentioned that education and protection services have improved marginally compared to three years before (*not comparing to the situation prior to 2011*).




Managing Results: In terms of monitoring project log frame results, the evaluation found that this has been performed *moderately well*. Third party monitoring though planned, has not been carried out effectively.

The results matrix is updated and progress against indicators with disaggregated data (*largely gender related, wherever available*) are shared in quarterly reports submitted to EUTF. The evaluation rates data quality of child protection and education as *acceptable*. However, there are issues related to timeliness of data reported in the periodic reports.

Aid Effectiveness: The evaluation assessed the aid effectiveness of the EUTF supported project in terms of the five principles of the Paris Declaration of aid effectiveness *viz. ownership, alignment, harmonization, managing for results, and mutual accountability*. The findings suggest that the resilience building project, as evolved through the two years of implementation, *moderately* meets all the criteria demonstrating a *high degree of aid effectiveness*.

Donors' Engagement in Policy Dialogue with the Government: the EU Ambassador as well as the team from EUTF has engaged with the Government Ministries in Libya aiming at restoring human rights especially focussing on children's rights.

Snapshot:

-  The objectives of the project were revised, and limited urban areas were focused on. This was the right step in promulgating, redefining and trying to achieve results of the programme. The originally planned results were not realistic in the context of Libya. If they would have been retained, there would have been an additional demand of human and fiscal resources to achieve those results.
-  A positive finding that was inferred out of the programme was the rehabilitation of over 20 schools in regions with limited access and several needs. This has benefited a large section of vulnerable children, especially those who do not have access to education.
-  It is being perceived by stakeholders that PSS, remedial and language classes, life-skills activities and other education activities will support the achievement of effectiveness standards of the programme.

Chapter 6: Program Efficiency

This chapter deals with the evaluation of program efficiency, which includes assessment of (a) value-for-money (VfM); (b) financial management and procurement; (c) program implementation, and (d) risk management. The VfM analysis has considered four criteria, namely economy, efficiency, effectiveness, and equity. The evaluation has mainly relied on review of secondary literature and analysis of secondary data.

The evaluation explored the extent to which the intervention achieved value for resources, and how results were achieved, if at all, in a timely and cost-effective manner. The evaluators also looked at means of undertaking the analysis for arriving at a cost benefit ratio using alternative tools.

“There is real value for money in such an intervention – it is a reasonable and important project for a conflict zone like Libya.”

KII Respondent, Human Rights Organisation, Libya

Assessment of Value-for-Money

The evaluation did not require, nor the evaluators carried out a full value for money study. However, the evaluation undertook its key principles and applied it with contextual adaptation to allow carrying out an efficiency analysis, along with the use of other tools, data and criteria.

Cost drivers: For programmes of similar nature, the most significant component is on salaries of staff, followed by expenses on activities conducted (*in this case through procurement for goods and services*) and operational expenses.

“One concern is about the flexibility of the project. For example, when you plan to implement the activities of a project in Libya, and there is a strike or a threat to security, there should be a provision to transfer or move these activities to a safer place or even make it in Tunisia. And that’s what we have faced in the project”.

KII Respondent, NGO

The programme had a difficult roll out in 2017. Coupled with contextual and operational challenges, the programme was affected by the time taken in recruitment and developing partnerships. Despite these challenges, the programme has achieved significant results (*see chapter of effectiveness and relevance above*).

When one looks at project spend, it looks small as of December 2019, but must be seen in the context of the operating environment. A prominent indicator of the programme’s cost-efficiency is the disbursement rate of 56% as of December 2019. The evaluation would rate the expenditure against projected amount as *moderately efficient*. However, in terms of value for money, the evaluation would rate this as *low value for money* (*strictly following the parameters to study VfM*). This is compounded by the fact that though the results achieved till December 2019 have been *significant*, expenditure as stated above has *not been commensurate*. This can be better understood when several direct costs which affect implementation are covered through

other resources. In other words when a component of a large country programme is implemented along-side other complimentary and non-complimentary programmes / projects, costs do not necessarily get proportioned and / or attributed to project budget lines.

Further, the sub heads in the programme budget have shown efficient utilisation (*considering the situation on the ground*), for instance, budget head of supplies and commodities shows an expenditure of 89%. The evaluation is of the view that a low expenditure on transfers and grants to counterparts (*expenditure of 45% as on December 2019*) has kept the overall expenditure low.

Economy: Given the significance in the programme budget, the *economy* aspect of VfM needs to be analyzed with reference to costs of salary and procurement of goods and services as significant cost drivers of the programme. The programme has dedicated human resources within UNICEF and with implementing partners. Additionally, procurement of supplies, services, institutions etc. were carried out. Thereafter, operational costs also contribute significantly in the budget. The evaluation looked at comparators as well as economies of scale. In this regard, the evaluators observed the following: -

- ④ In Libya, the pay scale of UN staff is in line with International Civil Service Commission (ICSC) guidelines. However, the same is not applicable to project staff of implementing partners. Further, teachers are very likely to be better paid than social workers and other civil servants with similar qualifications in Libya.
- ④ All procurements related to the project have taken place as per the UNICEF systems. Recognising high procurement risks, UNICEF has in built several risk mitigation measures. Risk oversight ensures economy of procurement. However, the evaluation did not look at procurement in-depth.
- ④ The costs of program implementation support, largely related to general operating costs and administrative costs for the project, *are low*. One contributing factor is small staff size for programme management. UNICEF's fund management fee also compares well with the amount charged by other international agencies as overheads / management fee.

Based on the above findings, the VfM study concludes that project financing and in-built activities and their costs for salaries and procurement have achieved *good value-for-money at economy-level*.

The present evaluation, however, holds a different viewpoint regarding economy of the human resource costs of both consultants hired by UNICEF and staff of implementing partners. Any decline in real staff costs, or prevalence of low pay structure in the public sector compared to private sector and other African countries, does not necessarily mean economy of staff costs. For a more meaningful analysis, a VfM study should have been conducted to consider costs of staff turnover, including the benefits forgone of the training and other capacity building expenses incurred for those who left the basic service sectors. In sum, the present evaluation is of the opinion that low and declining real salary indicates 'hidden problems' and not 'value' for money.

Efficiency: the evaluation understands that the current phase of the programme has been extended till October 2020, at no additional cost. This would be helpful in utilising the remaining balance of the funds committed to the programme. However, the evaluators find some concerns about the efficiency with which the project inputs have been transformed into outputs so far. These are listed below: -

- 🕒 The staff cost budget of EUR 1.63 Million has not been fully utilized, and this indicates that there have been delays in recruitment which may have a resultant impact on the project acceleration and performance. The evaluation learnt about the difficulties the programme had in hiring and retaining experts as consultants. Some consultants resigned mid-way which further disrupted the efficient roll out of interventions. This has resulted in the expenditure in the annual report standing at 73 per cent and this would fall under *moderate level of efficiency*.
- 🕒 For supplies and commodities, the earmarked budget was EUR 0.49 Million. The expenditure at the end of 2019 was at 89 per cent. This is measured as *high level of efficiency*. The evaluation observed that the remainder of EUR 0.053 Million would be spent during the extension period of the project upto October 2020.
- 🕒 The programme had a budget of EUR 2.55 Million for contractual services. Till December 2019, the expenditure against this was at 74 per cent, which can be termed as *moderately efficient* given the justification provided in the quarterly reports by UNICEF of the difficulties associated with identifying agencies having capacity to deliver. A lion's share of this component was to be for rehabilitation of schools – a difficult task to carry out in the operating environment and yet the budget is *over spent*. However, the reasons for low level of expenditure for consultancy assignments and on communication and visibility cannot be understood. Low levels of visibility affect the perception of communities about the UN and the donor and possibly, would contribute to challenges in inspiring trust. For instance, in some of the beneficiary assessments carried out by implementing partners, generally, the parents had a lack of knowledge about UNICEF and the work it does. The inclusion of costs of EUR 60,000 towards third party monitoring has shown no expenditure - the financial report does not indicate any commitments made till December 2019 on TPM.
- 🕒 The travel budget of EUR 15,000 has been *almost fully utilised (expenditure 94%)*. This shows *high level of efficiency*. However, this also means that for the extension period beyond 31 December 2019, there are no funds available to support travel.
- 🕒 The major cost for the programme is on provision of grants to Government Institutions and implementing partners. Of the estimated budget of EUR 7.10 Million, the share of child protection was EUR 3.54 Million and for education EUR 3.56 Million – almost equally distributed amongst the two sectors. A cumulative total of EUR 3.17 Million (*45 per cent*) had been spent till the end of December 2019, wherein child protection transfers amounted to EUR 1.67 Million and for education, to the tune of EUR 1.61 Million. This implies that the provision of grants from the two sectors demonstrated similar patterns of disbursement. The cause of concern remains the unspent budget which is about 55 per cent of the total budget to be spent during the extension period. This sub budget head can therefore, be categorised under *low level of efficiency*.

It is evident from above that the Resilience Building Programme *has not achieved the planned level of efficiency*. However, it is also evident that some sub components of the project have achieved *significantly high, high and moderate levels of efficiency*. There is a need for close monitoring of the results to improve efficiency for those sub components that are lagging.

Effectiveness: The evaluation suggests that the Resilience Building project has been very effective. The conclusion is based on (a) the findings of the evaluation (*as also referred to in the previous sections*); (b) the multi sectoral needs assessments conducted by the Humanitarian

Country Team (HCT) and other institutions on the situations and needs of the population in Libya, and; (c) the Humanitarian Response Plans etc. The evaluation has not done any independent analysis.

There were several respondents who reported that the coordination with and between partners needs strengthening. The donor too mentioned the need for having a broader engagement with programme partners at all stages of the implementation as well as involving to the extent possible, in high level activities related to the programme, for instance in steering or technical committee meetings. Some of the partners are not fully aware of the overall outlay of the programme and are limited to the activities they have been partnered with and / or contracted for. This may limit the visibility of the organisation viz. UNICEF and the donor, EUTF. Once engaged fully, even local NGOs may have valuable inputs for managing complex programmes in dynamic environments. Extended collaborations, as per good practice, always assist in achieving results, in time, *efficiently*.

Equity: as per the respondents across a cross section of implementing partners, the donor as well as officials from UNICEF, the Resilience Building Programme has made visible impact in reducing inequities in basic services, *though localised in project locations*. However, the prevailing inequities in service delivery across the population amongst the Libyan and Non-Libyan people and including migrants and refugees, IDPs etc. has been voiced by participants of the evaluation (*as also evident from other reports including the Multi Sector Needs Assessment (MSNA) for the different regions of the country outside the project locations*). In the absence of government data and/or authenticated data on government run programmes and facilities, it is difficult to comment on equitable access to services in Libya and more so at the municipal levels where the programme is under implementation.

Municipality level inequity: The municipal level desegregated data on Nett Enrolment Rate (NER) etc. was not available for the evaluation, and the available information on proportion of qualified teachers and social workers is not up to date or desegregated. Also, the evaluation did not get access to Pupil Teacher Ratio (PTR) at national or municipal levels. It would be prudent to make an assessment as to which municipality has PTR higher (*or lower*) than the norm of 50 students per teacher. In the same vein, the evaluation was unable to assess proportion of qualified teachers for Primary Grades. The evaluation is aware that UNICEF is currently supporting the process of developing the Education Management Information System (EMIS) as well as the Health Management Information System (HMIS), however they have not yet been fully rolled out. In this case, the evaluation asked the respondents of the study and according to them, some municipalities are lagging behind the others. But this could not be conclusively verified.

Inequity across wealth quintiles: National surveys such as Demographic Health Surveys (DHS) or EMIS generally can provide data or estimates of *net attendance rate* (NAR) of primary school-age children across wealth quintiles of households. This data or information is not available as of date and hence it was not possible to analyse. However, from feedback from the respondents and scrutiny of proxy indicators, significant variations in NAR across the wealth quintiles is expected as it would be the case between Libya nationals (*host communities*) and non-Libyans, including migrants and refugees. The gap in NAR between poorest and richest wealth quintiles and its reduction over a period in per cent points needs to be assessed and documented to suggest the extent of inequity in the country or within the Municipalities.

Similar kind of wealth disparities in respect of other critical indicators of primary education (*e.g. dropout rate, completion rate*) is likely to exist. It is imperative therefore to conduct periodic

household surveys to gather more evidence on inequities across wealth quintiles to inform operational policy and strategies aiming at equitable school education or provision of protection services.

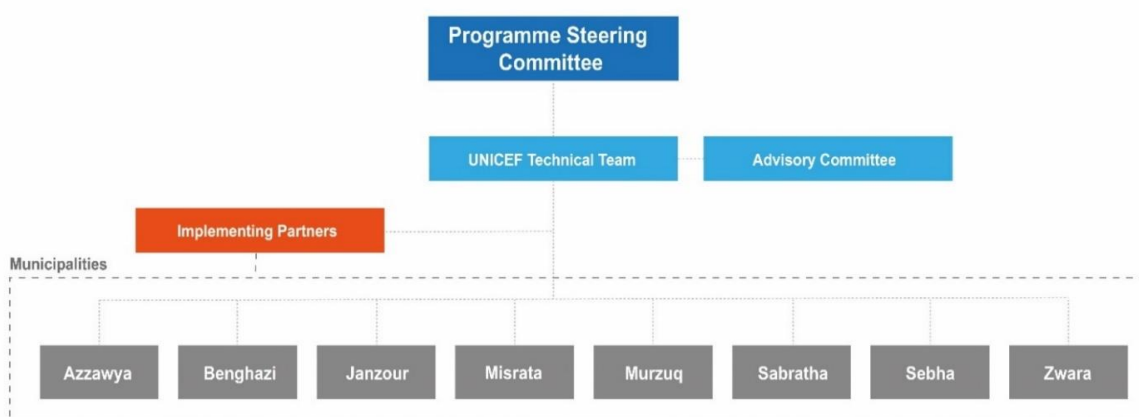
In conclusion, in view of the evaluation, the analysis of secondary data clearly shows that despite progress in primary education and primary care services, municipal level inequities still exist. Inequities between poorest and richest wealth quintiles are also prevalent.

Efficacy of the Program Implementation

Programme Management

UNICEF programmes have been supported and overseen by national staff and consultants with remote support from international staff based in Tunis till April 2018, as guided by the United Nations Support Mission in Libya (UNSMIL). In 2018, UNICEF changed the contracts of all its international staff members from Tunis and moved them to Tripoli and handed over the office in Tunis. However, due to the flare up of armed conflict in Tripoli in April 2019, UNSMIL requested a temporary relocation of some of the staff to maintain a smaller international staff footprint in Tripoli for security reasons.

UNICEF Libya currently has a fully functional office in Tripoli with (*national as well as international*) staff and consultants. For the evaluated programme, one Child Protection Specialist (*Programme Coordinator - international*), one Education Specialist (*international*), one Education Officer and a Child Protection Officer (*both nationals*) and three construction engineers, supported by two programme assistants (*nationals*) were deployed. In addition, international and national consultants were hired as needed under service contracts to implement or support certain components of the programme. UNICEF has now reduced the number of engineers and replaced them by consultants hired through a third party to allow greater mobility to the sites. The team works in close collaboration with UNICEF’s specialists as well as with its Operations section and the Programme Monitoring Unit (*see structure below*) that includes a Reports Officer, Information Management Officer and HACT/Budget Officers.



Organisation Structure of the Resilience Building Programme for Vulnerable Children in Libya

To ensure transparency, accountability, ownership and provide strategic guidance on the implementation, a Project Steering Committee has been established. The Project Steering Committee is chaired by UNICEF and has representation from relevant line ministries and Municipalities. EU Delegation and other actors are invited as observers on an occasional basis.

The Project Steering Committee aims to regularly meet and monitor the progress of the action against the planned activities, review and endorse changes to the work plan when and as necessary, facilitate the involvement of other stakeholders, take decisions, and discuss other issues.

Financial Management and Procurement

As per the financial reports received from UNICEF, the programme budget is EUR 12.9 Million with a grant from EUTF of EUR 11 Million.

The programme has experienced delays and therefore, budget utilisation has not been as expected. The annual reports being submitted by UNICEF to EUTF have financial statements. From the statements, it was found that UNICEF and EUTF have agreed to re allocate some of the budget components and realigned it with the revised log frame²⁵. The reports lack

narration or explanation of any kind. The ToR of the evaluation did not task delving deeper into financial management and the team did not access audited statements of accounts.

“Programme implementation is challenging. We faced delays in finalizing MoUs. No feedback was coming from stakeholders and the process was stuck with the government. Planned activities had to be postponed at the last minute induced by initiation of conflict amidst fears of a major showdown with rival militias.”

Respondent, KII, NGO, Tripoli

During the interactions with UNICEF and EUTF, there were no concerns raised by any

quarter on financial management of the programme. The evaluation did not find anything untoward on this account as well. A process of financial management including audit was planned during the life cycle of the implementation. The evaluation recommends getting a financial audit done, not at the very least for assessing efficiency better. It has been learnt that an audit is planned in October 2020.

Procurement is a significant challenge in Libya at all levels. For the project, this was a centralised function. There have been several procurements during the implementation including partnerships with NGOs, hiring contractors and procuring supplies for schools, Bayti centres etc. In line with the challenges listed already, the procurement was expected to be not smooth. During evaluation, delays were observed and also pointed out by external stakeholders including the donor. This may have a major impact on the overall results and timelines committed to the donor.

UNICEF’s Performance: UNICEF’s overall performance in designing and implementation of the Resilience Building Programme has been *satisfactory*. UNICEF put together a relevant and coherent programme proposal, and with emerging needs, agreed with the donor for making mid-course corrections. It provided due consideration to political, social, and economic developments of the country.

However, there are areas where UNICEF should have paid attention to add more value to the programme. The results framework is an area where UNICEF needs to focus on and address shortcomings as pointed out in this evaluation.

²⁵ Annual Report 2019, submitted to the donor in July 2019 and the expenditure statement till December 2019, provided by UNICEF

In addition to above, UNICEF has not taken any major initiative to develop and implement *communication* and *knowledge management* strategies. Except publishing a few social media inserts, UNICEF has not produced any knowledge products (*e.g. documentation of best practices*). According to EUTF, given the circumstances, the management of funds by UNICEF has been satisfactory. EUTF and other stakeholders highly appreciate UNICEF's leadership.

Government's performance: this aspect of the programme has not been evaluated. Despite efforts, limited information could be secured from respondents from the Ministries of Education, Interior and Social Affairs.

Risk Management

At the appraisal stage, UNICEF was aware of the risks prevailing in the country, especially as they planned to reach out to migrants and refugees. The identified risks were related to return of UNICEF staff to Libya; ostracization of refugees and migrants by the government and local communities; cash liquidity issues; exchange rate fluctuations; security concerns and assuming that migrant routes would not change. There were suitable mitigation measures identified in the risk document.

Mitigation of certain identified and emerging risks have been reported in this report earlier. UNICEF undertook various measures to respond to risks and held regular interactions with the donor. All the risk mitigation measures have been implemented.

Recommendations

- ④ Coordination mechanism (*both horizontal and vertical*) between Government, EU, UN agencies NGOs etc. needs to be strengthened – the evaluation came across few instances where coordination was not proper, and this needs to be investigated on priority. Some suggestions would be to share information, engage a wider group in technical working groups, steering committee meetings and in advocacy meetings etc.
 - Regular/timely communication with and between implementing partners, Government and UNICEF needs to be reinforced – especially during COVID 19 era.
 - Organise joint monitoring and review missions with other UN agencies irrespective of their roles in the broader programme.
- ④ Transaction costs of operations are high, *as expected*. However, UNICEF may seek, if required, support from the Regional Office or HQs to carry out a service cost estimation (*and possibly a resource mobilisation study*). A Value for Money (VfM) exercise can be carried out by an external agency to recommend how to ease costs. How to tackle the parallel market issue is also to be addressed, in the mid and long term.
 - The medium-term projections undertaken in this evaluation show that vulnerable children would continue to require donors funding support to meet fiscal deficits if basic services are to be scaled up. This means that national and regional governments are urgently required to estimate costs of basic services, and the resources required to meet the costs. It appears this would not be a priority for the government presently and UNICEF needs to work with the donor and other agencies to generate resources. This is a long overdue exercise, and any further delay in completing this exercise would be detrimental to fiscal sustainability of basic services especially for vulnerable children.

- ④ The evaluation recommends a VfM study for the programme. There is no estimate of *benefit-cost ratio* (BCR) established for the programme which would have shown whether benefits outweigh the costs. The BCR calculation is based on a set of assumptions, which a separate VfM study could validate. A sensitivity analysis could additionally be conducted to reassure that BCR would be greater than one, under different adverse scenarios.
 - In this context, the present evaluation is of the opinion that the proposed (*recommended*) VfM study could undertake independent cost benefit analysis instead of relying solely on estimates. For instance, the study could estimate rate of return to schooling using Minecerian earnings functions. Such estimation is carried out for large scale programmes, which show the rate of return to schooling.
 - The recommended VfM study could further identify a *formula-based allocation of fiscal resources* from UNICEF to implementing partners to foster equitable development in the affected population. Thus, there is a need to assess first the efficacy of the implementing partners rationale of focussing on the components of the programmes *vis a vis* the affected population in seeking equitable allocation of funds.
- ④ A procurement review (*internal*) may be needed and is recommended to assess if there have been planning errors. A bottleneck analysis may be needed as well to assess challenges related to procurement and direct and in direct costs associated with it.
- ④ A procurement audit (*even if a dip stick study*) needs to be done to assess effective and efficient utilization of scarce resources. Procedural delays impact programmes, and more so in humanitarian settings.
- ④ It is recommended that a re-appropriation of the unspent budget components to strengthen travel cost budget be done. Travel budget has been nearly exhausted, and the project phase is not yet over (*the evaluation covers a period till December 2019*). This is essential for the smooth implementation and allowing UNICEF staff participate effectively and efficiently in monitoring implementation.
- ④ The evaluation is aware of the planned financial audit in 2020, and endorses the need for the same, not at the very least, for assessing efficiency better.
- ④ H R Review – of past recruitment and identify gaps; make an HR management plan for next phase in advance.
 - There is a need to reinforce technical capacity for oversight of the engineering component - rehabilitation of schools. There is, similarly, a need to increase rapidly deployable technical capacity. It is recommended to establish a roster for education and child protection experts and possible internship programme to help build the limited capacity both in UNICEF and within counterpart organizations. It would be good to draw upon surge capacity from headquarters of UNICEF.
 - UNICEF staffing structure: The UNICEF team is entrusted with the responsibility of the programme management including technical and operational support. It would be ideal for UNICEF to maintain this structure in the next phase and consider adding to the team the following: -

- A C4D Specialist – International Professional
- An M & E Officer – National Professional

Summary

Program Efficiency

Value-for-money: As of December 2019, the total expenditure on the project was to the tune of 56 per cent of the agreed budget. This is not surprising as the project has faced immense challenges, and the evaluation would rate the expenditure against projected amount as *moderately efficient*. However, in terms of value for money, the evaluation would rate this as *low value for money*. The limited VfM analysis concludes that project financing and in-built activities and their costs for salaries and procurement has achieved *good value-for-money* at economy-level.

Efficacy of the program implementation: UNICEF's overall performance in designing and implementation of the Resilience Building Programme has been satisfactory. UNICEF put together a relevant and coherent programme proposal, and upon emerging needs requested for making mid-course corrections as well as after giving due consideration to political, social, and economic developments of the country at appraisal stage.

Government's performance: this aspect of the programme has not been evaluated fully. Despite efforts limited information could be secured from respondents from the Ministries of Education, Interior and Social Affairs.

Risk management: UNICEF undertook various measures to respond to risks and held regular interactions with the donor. All the risk mitigation measures have been implemented.

Snapshot:

- 🕒 Despite political, security and operational constraints, the project has been efficient in fulfilling its objectives.
- 🕒 Interventions of the programme may have been successful in achieving value for resources.
- 🕒 Cost of operations is similar to other humanitarian contexts, apparently.
- 🕒 The relationship between the input of resources and results achieved have been well established.
- 🕒 The parallel market issue affects the context in Libya in general and may have had an impact on tracking the amount of budget and related expenses.

Chapter 7: Sustainability

This chapter is devoted to assessing the Resilience Building Programme using the criteria of sustainability focusing on both fiscal and institutional issues. The evaluation of sustainability was constrained by the absence of state budgets. It was not possible to estimate costs for sustainability fully and to do so, the evaluation recommends a further deep dive.

The evaluation delved into assessment of whether continuation of benefits look possible, by looking at factors which influence sustainability. It looked at risks and potentials and attempted to conclude if the gains can be sustained after the programme is concluded. It also tried to see if target groups and counterparts can adapt sufficiently to external changes and shocks.

“We are relatively capable of continuing the positive effects of the programme without support, but the secretariat in our societies need to continue a joint cooperation with UNICEF in order to further develop the children's environment for education and protection in Libya, especially as negative accumulations after the recent wars as well as decades of backwardness as a result of a repressive dictatorial regime.”

Respondent. KII. NGO. Tripoli

Sustainability of Services

The Resilience Building Programme has considered essential factors that lead to sustainability. However, in the context of Libya, the considerations were more towards the humanitarian situation than the developmental aspects of the humanitarian – development nexus. The factors that influence sustainability include capacity building leading to building resilience (*in the current context*) and this has been intrinsically embedded in the programme design. Working with local partners (NGOs) and government staff and institutions is also an important factor in building potential sustainability. This is the main strength of the evaluated programme.

There have been significant amounts of risks in the design and execution of the programme. Estimates have been overturned due to the dynamic situation and the context, time and again (*example, changes proposed during the inception phase and revision in the log frame*). It is the view of the evaluation that due to the progressive engagement of the programme with the government, especially the municipalities and civil society, the effectiveness of the project will most likely improve in the future.

Fiscal Sustainability

The key factors to determine fiscal sustainability of providing services are: (i) demand for basic services, given the mixed - population growth which includes non-Libyans as well; (ii) required expenditure to support the demand based on cost of services; and (iii) availability of domestic or donor availed resources to meet the expenditure. To carry out a full analysis, the evaluation team would have needed actual expenditure data for 2019-20 (*as base*

“There is a need for support and rapid response, as well as development of partnerships with organizations for continued success of this programme.”

Respondent, KII, NGO

year) to make projections along with growth rate of population and especially estimates of vulnerable children and per capita pro-poor spending (*recurrent and capital expenditures*) at national level. Also needed was the projected growth rate (*per cent*), based on the rate of inflation in 2019-20 as well as expenditure data other than pro-poor spending. The same would then have been inflated at standard rates per year over the projection period to assess sustainability benchmarks.

The base case projection would show that spending on basic services for the growing population would create (*very likely*) a budget deficit (*without grants*) to Gross Domestic Product (GDP) ratio. Thus, in absolute terms, the average budget deficit per year over a five (*or ten*) year period would have been established. It is very likely that this deficit *would not be manageable without* donors funding support unless the government can make allocations for vulnerable children especially those from the migrants and refugees.

Institutional Sustainability

"I believe that we are capable of continuing the positive effects of the programme without support, but not for long. This requires support, which we do not get from the state."

Respondent, KII, NGO

Since inception of the Resilience Building Programme, there have been conscious efforts to institutionalise good governance system and practices and building capacity of implementing partners

especially the national NGOs and staff from the government ministries. The objective has been to put in place a critical system to support services that is both financially and institutionally sustainable, as the context is very different in Libya. In fact, the programme aims at providing a critical support in the development – humanitarian nexus and does not necessarily aim at having full sustainability post its life cycle. As an example, establishing Bayti Centres in schools could provide sustainability. Capacity strengthening is intrinsically embedded in the project to bring in sustainability of some components of the programme, especially those that would help build resilience in the community.

A critical element to support service delivery is to establish a structure for results-based management. It is imperative therefore to strengthen the MIS in the programme. The evaluation is aware that UNICEF is advocating for and supporting for an Education Management Information System (EMIS) in 2020 as well as a similar support to the health sector (HMIS). These opportunities would be a good starting point towards creating institutional sustainability of education and child protection issues by enabling decision making, based on evidence.

During literature review, a lot of efforts have been seen on inclusion – be it for vulnerable non-Libyan children; children from different backgrounds and tribes; those with special needs, gender etc. This is intrinsic in the programme design. Advocacy on human and especially children's rights is another major contribution made by the programme. These efforts, either directly or indirectly make the programme and its achievements, sustainable.

Interactions with several respondents during the data collection revealed that the community is not yet ready (*or capacitated*) to sustain the gains of the achievements so far. Additional support would be needed by those that have been reached, while the remaining need to be covered as well. Similarly, local NGOs would be able to generate enough expertise and

resources to continue in the near future, but presently would need hand holding from UNICEF.

"We can't adapt to the external changes and shocks, we do need additional support like financial support for conducting training and awareness, as well as adapting to different crises."

Respondent, KII, NGO, Tripoli

needs to consider having a comprehensive communication for development (C4D) programme to be able to address xenophobia and raise awareness on issues related to vulnerable children. The audience is identified and issues are known - what is needed is setting the communication objectives and deploying resources to develop and execute a communication strategy. There were plans to design and implement "children are children" campaign. However, this was partially attempted. The evaluation team is of the view that a comprehensive programme approach is the need in the country as compared to a campaign approach. C4D has demonstrated its results during humanitarian and development contexts elsewhere and a holistic application would be helpful to sustain the achievements of the Resilience Building Programme.

Similarly, while appreciating the capacity building efforts (*read training*) of UNICEF and its implementing partners, the evaluation team recommends that to ensure sustainability - a comprehensive capacity development strategy needs to be conceptualised and resourced. Strengthened capacities of duty bearers (*teachers, social workers, NGO workers, institutions etc.*) and rights holders (*parents*) would be a major component of sustainability for a programme of such ramifications. However, training alone is not enough and a strategic approach to capacity building may be needed.

"We cannot continue to implement this programme effectively without support from UNICEF or donors."

Respondent, KII, NGO working on Mental Health

In sum, the Resilience Building Programme has made significant strides towards institutionalising inclusion, gender, children's rights, equity and alternative systems for service provision but more needs to be done to make the programme sustainable and not at the very least, making efforts for the government to own the programme and set aside resources to continue addressing needs of vulnerable children.

Recommendations

- 🌐 To ensure sustainability, the Bayti Centres should be focused upon in the extension period of the programme as well as in the follow up project, if any.
- 🌐 The merit of having an established EMIS and HMIS cannot be over emphasised. The evaluation recommends these be focused upon during the remainder phase of the programme by UNICEF to allow evidence generation to inform decisions, which would contribute to resilience building in the communities including migrants and refugees.
- 🌐 To assess possibilities of sustaining the gains, the evaluation recommends carrying out a full fiscal sustainability analysis based on expenditure data and projected growth

rate. The findings would be able to project timelines to achieve full or partial sustainability.

- 🕒 UNICEF needs to consider having a comprehensive communication for development (C4D) programme to augment its efforts to bring in sustainability.
- 🕒 A comprehensive capacity development strategy needs to be conceptualised and resourced. Capacity exists at individual, organisational/institutional and enabling environment level; and therefore, strengthening efforts need to consider all three levels. The evaluation team would recommend a separate assessment to be conducted of existing capacities amongst stakeholders; identify gaps if any and; development of a capacity development strategy with a framework. This assignment may include mapping of institutional capacities in Libya.

Summary

Sustainability

Fiscal Sustainability: The key factors to determine fiscal sustainability of providing services are: (i) demand for basic services, given the mixed - population growth which includes non-Libyans as well; (ii) required expenditure to support the demand based on cost of services; and (iii) availability of domestic or donor availed resources to meet the expenditure. Till date, no exercise has been undertaken to assess fiscal sustainability of basic services based on these factors in Libya. The evaluators could also not access any study on cost of service delivery conducted by any agency in Libya.

Institutional Sustainability: Since inception of the Resilience Building Programme, there have been conscious efforts to institutionalise good governance system and practices and building capacity of implementing partners especially the national NGOs and staff from the government ministries. The objective has been to put in place a critical system to support services that is both financially and institutionally sustainable. The programme aims at providing a critical support in the development - humanitarian nexus and does not necessarily aim at having full sustainability post its closure. The community is not yet ready to sustain the gains of the project achievements. Additional support would be needed by those that have been reached, while the remaining need to be covered as well. Similarly, local NGOs would be able to generate enough expertise and resources to continue in the near future, but presently would need hand holding from UNICEF.

Snapshot:

- 🕒 Long term sustainability potential of this service-oriented project is weak. UNICEF is making efforts by focusing on building capacity of social workforce under Ministry of Social Affairs and National partners to implement and take over the centres.
- 🕒 Local implementing partners and stakeholders may not be able to take over and continue. In the next phase of the programme, sustainability needs to be prioritized.
- 🕒 School rehabilitation will make schools accessible even in the long-term.
- 🕒 Bayti Centres are likely to be sustained and, in some cases, replicated.
- 🕒 NGOs offer the strongest sustainability element of the programme.
- 🕒 International NGOs having long-term plans in Libya would add to sustainability.
- 🕒 Trained Teachers are capable of continuing certain components of the programme.
- 🕒 Beneficiaries cannot manage - will need continued support, presently.

Chapter 8: Gender and Human Rights

This chapter assesses the gender issues in the programme and also how the programme addresses human rights in the design and implementation of the Resilience Building Programme. For the analysis, the evaluation has mainly relied on review of secondary literature and analysis of secondary data.

UNICEF is committed to ensuring that gender equality is integrated consistently in its disaster prevention, humanitarian response and recovery programmes. Promoting gender equality in humanitarian action is most effectively achieved by ensuring that the assistance and protection provided are planned and implemented to benefit girls, boys, women and men, in line with their rights, needs and capacities. This fosters a more accurate understanding of the situation, facilitates the design of more appropriate responses, highlights opportunities and resources within the affected community, and provides a link between humanitarian assistance and long-term development.

The evaluation looked at Gender issues as an additional criterion along with human rights. The focus on gender was to look at whether the unique needs of women and girls have been taken into consideration in the design and implementation of the programme and how the needs of women and girls would be better met during the next phase of the project. A human rights-based approach to programming and gender equality programming are complementary and mutually reinforcing approaches.

Gender

Despite playing an active role in Libya's revolution in 2011, women's position did not improve significantly in any measure. Since the downfall of the Gaddafi regime, Libyan women still lack basic rights and access to political participation and remain underrepresented in the official institutions of the state. To worsen an already dire situation, the draft of the new constitution included few policy changes involving women's rights. In addition, the political situation contributed very little to the security of women. Laws have been amended to legalize discrimination against women and laws that do exist to protect women, are considered weak in their implementation potential. Examples include the specific provisions on marriage, child custody, divorce and their consequences. One of the issues has been the regulation on polygamy which was lifted in 2011²⁶.

During the design phase, the Resilience Building Programme, considered a gender sensitive approach and during execution as well, this sensitivity has been observed from monitoring reports, PCAs, contracts and reports submitted to the donor etc. During the design of school rehabilitation, gender needs were taken into consideration. This was also seen during PSS interventions for both children and their parents. Training programmes for government staff had gender considerations as well.

The evaluation is of the view that in the context of Libya, where gender is a sensitive issue, the programme continues to have a gender lens attached to programme design and implementation.

Sex-disaggregated data is important in crisis situations. Through this, one can know who is affected - men or women, girls or boys, and who among them is most at risk. Otherwise, the services programmes offer, may be off target. The Resilience Building Programme for

²⁶ <http://www.genderconcerns.org/country-in-focus/libya/the-situation-of-women-in-libya/>

Vulnerable Children in Libya has done this with great sensitivity and attaching importance to it.

Data on the population affected by the crisis has been broken down by age and sex in the periodic reports submitted to the donor. Sex disaggregated data on at-risk populations such as the disabled and victims of violence has been collected to ensure that their gender-specific needs are being addressed. Such data is not only paramount for a review of the humanitarian needs, it also sends a powerful signal: being counted shows that each individual is recognized, included, and can exercise his or her rights.

The evaluation has conducted an analysis using the Analysis of Gender Equality Programming checklist developed by Inter-agency standing committee (IASC) for the programme in Libya. The IASC is committed to the principles embodied in international human rights instruments, in particular the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Declaration on the Protection of Women and Children in Emergency and Armed Conflict and the Convention on the Rights of the Child (CRC). The provisions of these instruments are applicable equally to men and women without discrimination.

In the context of the programme under evaluation in Libya, this implies embracing principles such as: a) gender equality and the equal protection of human rights of women and men in carrying out humanitarian and peace-building activities, as well as paying special attention to the violation of human rights of women and the provision of appropriate remedies; b) equal representation of women and men in peace mediation and decision making at all levels and stages of humanitarian assistance; c) integration of a gender perspective and participation of women's organizations in capacity building in humanitarian response. In the context of humanitarian – development – peace nexus, as is applicable to the programme, this has been complied with, as observed by the evaluation team.

The findings from the analysis using the checklist are presented below: -

Gender Equality Programming Checklist for the Programme

IASC Checklist Parameters	Observations / Findings from the Resilience Building Programme for Vulnerable Children in Libya
Gender analysis	
All needs assessments have included gender issues in the information gathering and analysis phases.	The evaluation has studied various documents where gender was included in conducting needs assessments in Libya. The evaluation did not assess use of analysed needs assessment data.
Women, girls, boys and men are consulted (together and separately) about their concerns, protection risks, opinions and solutions to key issues.	The evaluation did not access information collected during situational analysis that may have been conducted prior to development of the proposal in 2017. However, following Human Rights Based Approach to Programming, which is a standard for UNICEF in humanitarian situations, the evaluation assumes this was done in a consultative and inclusive manner. This was confirmed during the interactions with UNICEF

	key staff.
Mechanisms for routine exchange of information with the population affected by the crisis are established and are functioning.	This has not been the case as observed from documents provided for the evaluation. No systematic beneficiary feedback system exists, and no evidence was provided that affected population are participating in a systematic information flow process.
Gender balance	
Sex breakdown of local and international staff working in the humanitarian situation by sector are routinely collected and analyzed.	The project did not aim at collecting this data.
Sex breakdown of people in decision making/senior positions are monitored.	The gender balance in UNICEF is as per its HR policy.
Needs assessment teams have equal numbers of women and men.	Not assessed.
Disaggregated data by sex and age	
Data is being consistently collected and analysed by age and sex.	Yes.
Sex-disaggregated data is included routinely in reports and the implications for programming are addressed.	Yes.

Human Rights

The evaluation looked at interventions that advance the realization of children’s fundamental rights, including those of the most vulnerable as well as if the interventions contribute to the realization of children’s essential rights in Libya.

Core Commitments for Children

The Core Commitments for Children in Humanitarian Action – the CCCs – are UNICEF’s central policy to uphold the rights of children affected by humanitarian crisis. The CCCs promote predictable, effective and timely collective humanitarian action, and clearly outline the areas in which UNICEF can best contribute to results. The CCCs are based on global standards and norms for humanitarian action. They are guided by international human rights law, in particular the Convention on the Rights of the Child (CRC) and The Convention on the Elimination of Discrimination against Women (CEDAW) and in the case of complex emergencies, also by international humanitarian law. The CCCs reaffirm that advocacy to protect the rights of children and women is an integral part of humanitarian action. They guide UNICEF’s work with partners not only in humanitarian response, but also emphasizing reliable preparedness and early recovery. The CCCs recognize that prioritizing sustainability and ownership in humanitarian response can speed up a transition from life-saving interventions to self-initiated recovery actions by affected populations.

The evaluation focused on whether UNICEF met its commitments made under CCCs.

The evaluation found application of humanitarian principles in the programme. These principles included (i) *Humanity* – as seen in coverage of all children both Libyan and Non-Libyan, though the programme was initially intended to focus only on migrants and refugees; (ii) *Impartiality* – the programme reached out to all, without discrimination between ethnic, tribal groups, nationalities, sex etc. and; (iii) *Neutrality* – the programme did not take sides and refrained from engaging in controversies of a political, racial, religious or ideological nature. The programme reinforced humanitarian principles by raising awareness (*designing a visibility plan, advocacy plans etc.*), building trust (*working with Ministries, Municipalities and communities*) and advocating for children's rights in humanitarian situations (*in collaboration with the EU Delegation and the EU Ambassador*), together with state authorities, non-state entities and communities.

UNICEF, in the programme, adopted the Human rights-based approach to programming. This approach allowed identification of rights holders (*children and their parents*) and their entitlements (*education, child protection*), as well as corresponding duty bearers (*teachers, parents, implementing partners, government staff, social workers etc.*) and their obligations. The programme approach was to strengthen the capacities of rights holders to make their claims and of duty bearers to meet their obligations. It focused on the realization of the rights of the vulnerable populations, and those whose rights are at risk of being violated i.e. the migrants and refugees. The programme put children at the centre of humanitarian action, as active participants, rather than recipients of assistance.

UNICEF and the implementing partners of the programme reinforced human rights-based approach to programming in humanitarian actions by (i) addressing inequalities and disparities in programme design, implementation and monitoring; (ii) promoting participation of children, adolescents etc. including in the analysis, design and monitoring of the programme; (iii) strengthening capacities of state authorities and non-governmental and community organizations as an essential strategy for joint and effective humanitarian action and (iv) advocating for the rights and voices of children in Libya.

A further analysis was carried out to assess the effectiveness of protecting the rights of children in Libyan context and focused around: -

1. The main challenges in protecting the rights of the child
2. Examples of good practices undertaken to protect the rights of the child
3. Specific practices that aim to guarantee the right of the child to participate and to be heard (*as per Article 12 of the CRC*).

The main challenges in protecting the rights of the child in Libya included the lack of localized government institutions set up to work in collaboration with International humanitarian institutions to curb the incidence of violations of the rights of children. The absence of a legal framework for the protection of children's rights did not allow an effective basis on which to act or to advocate. Different children may have been affected in different ways. Failure to provide targeted services aimed at reducing or helping the child to ward off traumatic effects of the crises is a major challenge. Further, Libya does not ensure the enforceability and justice ability of localized Child Rights law and the CRC. There is limited evidence in Libya that stakeholders recognize the individuality of the rights of a child caught up in a conflict or crises as opposed to the generality of rights conferred on all children.

In Libya, appropriate measures were not witnessed during the evaluation. The Bayti centres run by NGO's have set up mediums where children views and opinions involving their

interest and concerns can be assessed by the larger community. The Bayti centres may encourage and enable children to participate in analyzing their situation and prospects. Children's participation helps them regain control over their lives, contributes to rehabilitation, develops organizational skills and strengthens a sense of identity – *and thereby contributes to building their resilience to shocks.*

Recommendations

- 🕒 Inclusion - Programme should move beyond having components of gender and children with special needs – it should move to mainstreaming of gender equality and disability. The principles of CRC should be fully adapted and complied with including having key performance indicators as per the CCC in the results framework.
- 🕒 Opportunities for child participation in the activity design need to be created to the extent possible, especially through Bayti Centres.
- 🕒 Evidence of how gender desegregated data has been used to make decisions or mid-course corrections needs to explicitly contribute to the lessons learnt exercise.
- 🕒 The evaluation recommends a workshop be conducted with implementing partners on how to develop support mechanisms which enable children to play an active role in both post emergency reconstruction and post-conflict resolution processes.

Summary

Gender and Human Rights

Gender: The programme embraced principles such as: a) gender equality and the equal protection of human rights of women and men in carrying out humanitarian and peace-building activities, as well as paying special attention to the violation of human rights of women and the provision of appropriate remedies; b) equal representation of women and men in peace mediation and decision making at all levels and stages of humanitarian assistance; c) integration of a gender perspective and participation of women's organizations in capacity building in humanitarian response. In the context of humanitarian – development – peace nexus, as is applicable to the programme, this has been complied with.

CCCs: The Core Commitments for Children in Humanitarian Action – the CCCs – are UNICEF's central policy to uphold the rights of children affected by humanitarian crisis. The evaluation saw the application of humanitarian principles in the programme. These principles included (i) *Humanity*; (ii) *Impartiality* and; (iii) *Neutrality*. The programme reinforced humanitarian principles by raising awareness, building trust and advocating for children's rights in humanitarian situations, together with state authorities, non-state entities and communities.

UNICEF adopted the Human rights-based approach to programming which allowed identification of rights holders (*children and their parents*) and their entitlements (*education, child protection*), as well as corresponding duty bearers (*teachers, parents, implementing partners, government staff, social workers etc.*) and their obligations.

The Bayti centres run by NGO's have set up mediums where children's views and opinions involving their interest and concerns can be assessed by the larger community. The Bayti centres may encourage and enable children to participate in analyzing their situation and prospects. Children's participation helps them to regain control over their lives, contributes to rehabilitation, develops organizational skills and strengthens a sense of identity – *and thereby contributes to building their resilience to shocks.*

Chapter 9: Lessons Learned and Conclusion

This concluding chapter presents several lessons learned from the Resilience Building Programme experience.

Lessons Learned

The present evaluation draws some lessons from the Resilience Building Programme summarised in the discussion that follows.




While education and child protection can become victims of war, they can also play a complicit role in the production of violent conflict by exacerbating socio-economic divisions, denying service access to disadvantaged social groups and promoting manipulative narratives. Furthermore, they can be powerful tools for political indoctrination and extremism. However, on the positive side, they can act as catalysts for peacebuilding by addressing the drivers of conflict. While peace is crucial for quality education and protection, conflict sensitive education and protection can be drivers for social transformation and sustainable peace.

Resilience building theory has not had a strong influence on programming for education and child protection. Education and child protection for resilience building go beyond 'do no harm'. Most of the programming is not planned from a resilience building perspective. The sequencing of programming is important. The transition from humanitarian to development programming is an important concern. Resilience building requires more attention to education and child protection sector reforms as well as on timing and sequencing.

The efforts in Libya brought about an extraordinary spirit of partnership between the Government of Libya, the United Nations, the EU Delegation and many international and local non-governmental organisations. Despite difficult political situation, all humanitarian agencies were able to unite their efforts to support the immediate humanitarian needs of the population in circumstances considered worse in the living memory of Libya.

There were many difficulties, especially during the initial phase, in bringing staff into the country, limitation in getting security approvals, armed conflict etc. UNICEF managed to surmount many limitations and shortcomings to launch and continue the programme in collaboration with local and international humanitarian organisations.

Some of the key lessons drawn from the evaluation of the Resilience Building Programme for vulnerable children in Libya would include the following: -

-  **Politics:** Support from the highest levels can catalyse rapid action and innovation. Collaborative advocacy efforts seem to be reaping dividends. The formal cluster mechanism is not activated in Libya, even though sectors follow similar guidelines. There is, therefore, a need for supporting a stronger Education and Child Protection Cluster leadership on the ground. Its absence may have an impact.
-  **Systems:** It was good to see that UNICEF stuck to its core principles. This has worked well in the programme both for education and child protection. The programme built on existing systems – for example, school rehabilitation rather than building new schools.
-  **Value for Money (VfM):** The programme understood the different institutional arrangements and financing options of other active donors and eventually worked with EUTF. This was appropriate, as EUTF was established primarily in this backdrop.

Some interventions like the Steering committee meetings are good steps, however, need to involve larger section of the stakeholders.

- 🌐 *Quality:* It was evident that the programme created an enabling environment to keep teachers and social workers in place and motivated. It supported teachers and facilitators and provided them with training and material to assist their work. The programme needed deployment of volunteers or contract teachers / workers as essential to keep institutions running and Bayti centres open. School-based, peer support in Bayti centres helped less experienced teachers, as also did the scripted materials. Translation of curricula and teaching in languages of the migrants and refugees is a good step.
- 🌐 *Protection:* The programme focused its attention on the traumatic effects of conflict on children. It established that psychosocial programmes can promote resilience and better cognitive function in children and young people affected by crises. The programme supported a range of strategies to make schools safe and accessible for vulnerable groups. UNICEF worked with specialist actors to include vulnerable children. These are essential lessons.
- 🌐 *Data:* The programme generated robust desegregated data. However, analysis was not being done and no sharing beyond the donors was observed. Concerns were raised on weak sharing of information amongst partners. Sharing of information and reliable data builds trust and good relationships with partners. Determining and understanding the impact of migrant and refugee crises on learning outcomes (*for both refugee and host children*) will require more longitudinal or multi-year studies.
- 🌐 *Need for improved coordination and delivery:* Donor coordination in a humanitarian crisis remains a challenge. Context-specific factors in Libya, such as difficult operating environments and limited data availability, were compounded by the donors' reporting requirements. The need for efficient processes and flexibility is needed at both levels – the donor and the implementor, and this cannot be ignored.
- 🌐 *The humanitarian–development divide has been bridged:* Donors are increasingly concerned about linkages between education and child protection in emergencies and in development settings, and increasingly emphasise the importance of flexibility in scale, location and approach tied to contextual needs.
- 🌐 *Increased donor focus on quality and content:* EUTF has strengthened its emphasis on quality outcomes, as well as standards for quality and accountability through monitoring and evaluation requirements.

Conclusion

The EUTF Funded UNICEF Project (2017-2020) Resilience Building Programme for Vulnerable Children in Libya, is a relevant programme in the context and circumstances. The project addresses protection and education needs of vulnerable children, in particular unaccompanied and separated children and those from IDPs, migrants, refugees as well as host communities. The programme design has been relevantly and realistically adjusted to target all vulnerable children, rather than just migrant and refugee children, and addresses education needs in the formal education system.

It has been effective and in the most part timely, given the overriding political, security and other contextual constraints. Effectiveness is enhanced by critical successes, in particular the

rehabilitation of 20 schools, establishment of Bayti centres, the partnership model, advocacy on transition centres etc.

In collaboration with Government and NGO partners, UNICEF was able to meet the needs of the affected communities in an efficient manner. Keeping in mind the dynamic context during the period under evaluation, the project's efficiency can be considered as good.

UNICEF formed a strong relationship with Government counterparts, volunteer groups, NGOs and the community. The capacity of the main implementing partner, UNICEF, to steer the action despite various security and access challenges should be underlined.

The sustainability of this service-oriented programme is weak. It seems unlikely that the communities would be able to continue to uphold quality protection and education services after the project gets over. Sustainability mainly would rely on NGOs, who have a long-term strategy in Libya.

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