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LIBYA GENDER ANALYSIS: IDENTIFICATION OF CONSTRAINTS, OPPORTUNITIES & BEST PRACTICES IN USAID/LIBYA

June 2020

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MONITORING AND EVALUATION FOR TUNISIA AND LIBYA (METAL) ACTIVITY

LIBYA GENDER ANALYSIS

June 2020

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Cover: Photo from USAID's Libya Program Plan 2018–2020: Building Self-Reliance through Strengthened Stability, January 2019.

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ACRONYMS

ABA-ROLI	American Bar Association Rule of Law Initiative
ADS	Automated Directives System
CDA	Constitution Drafting Assembly
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COVID-19	Coronavirus Disease 2019
DAI	Development Alternatives International
DFID	Department for International Development
DG	Democracy and Governance
DRI	Democracy Reporting International
EG	Economic Growth
EU	European Union
EUBAM	European Union Border Assistance Mission in Libya
GBV	Gender-Based Violence
GIZ	<i>Gesellschaft für Internationale Zusammenarbeit</i>
GNA	Government of National Accord
IBTCI	International Business & Technical Consultants, Inc.
ICJ	International Commission of Jurists
ICT	Information and Communication Technology
IFES	International Foundation for Electoral Systems
ILAC	International Legal Assistance Consortium
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
IP	Implementing Partner
IRI	International Republican Institute
KII	Key Informant Interview
LCB	Libya Consensus Building
LEE	Libya Economic Empowerment
LEGS	Libya Elections and Governance Support
LELSA	Libya Elections and Legislative Strengthening
LESP	Libya Economic Stabilization Program
LGCS	Local Governance and Civil Society
LNA	Libyan National Army
LPA	Libya Political Agreement
LPFM	Libya Public Financial Management
LPP	Libya Program Plan
LYD	Libyan dinar
MEDA	Mennonite Economic Development Associates
MENA	Middle East and North Africa
METAL	Monitoring and Evaluation for Libya and Tunisia
NDI	National Democratic Institute
NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development

PILPG	Public International Law and Policy Group
PSES	Private Sector Engagement for Stabilization
SFL	Stabilization Fund for Libya
SMEs	Small and Medium-sized Enterprises
SOW	Scope of Work
UK FCO	United Kingdom Foreign and Commonwealth Office
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSMIL	United Nations Support Mission in Libya
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
U.S. DRL	United States Department of State Bureau of Democracy, Rights and Labor
USIP	United States Institute of Peace
VAW	Violence against Women
WEON	Women Elected Officials Network
WILFP	Women's International League for Peace and Freedom

Table 1. Acronyms for USAID/Libya Programs and Implementing Partners (IPs)

Activity/Program (Alphabetical Order)		Implementing Partners	
LCB	Libya Consensus Building	ABA-ROLI	American Bar Association Rule of Law Initiative
LEE	Libya Economic Empowerment	MEDA	Mennonite Economic Development Associates
LEGS	Libya Elections and Governance Support	IFES	International Foundation for Electoral Systems
		NDI	National Democratic Institute
		IRI	International Republican Institute
LELSA	Libya Elections and Legislative Strengthening	IFES	(As above)
		NDI	(As above)
LESP	Libya Economic Stabilization Program	-	Pragma Corporation
LGCS	USAID Local Governance and Civil Society	DAI	Development Alternatives International
LPFM	Libya Public Financial Management	-	Pragma Corporation
METAL	Monitoring and Evaluation for Libya and Tunisia	IBTCI	International Business & Technical Consultants, Inc.
PSES	Private Sector Engagement for Stabilization	DAI	(As above)
SFL	Stabilization Fund for Libya	UNDP	United Nations Development Programme

I. EXECUTIVE SUMMARY

I.1. Purpose and Methodology

The purpose of the USAID/Libya 2020 Gender Analysis is to update and validate the findings of a similar study conducted in 2018, identifying any changes in constraints and opportunities by sector, geographic region, and population groups, along with best practices and success stories that could be replicated or expanded by USAID/Libya. Recommendations from this gender analysis are intended to contribute to the further integration of gender-focused principles and approaches into a new USAID/Libya strategy that is currently under development, as required by USAID Automated Directives System (ADS) Chapter 205 on Integrating Gender Equality and Female Empowerment in USAID's Program Cycle.

A three-member gender analysis team conducted an extensive literature review focused on research and data published since mid-2018. The team interviewed remotely 96 key informants from all regions of the country representing Libyan civil society, private sector, academia, and government, as well as USAID Implementing Partners (IPs), United Nations agencies, and other international donors and organizations. Analysis of the information and data gathered from the literature review and interviews was summarized in a presentation of key findings and recommendations for representatives of USAID/Libya on June 10, 2020. Their feedback and additional analysis have been incorporated in this report.

I.2. Key Findings

There have been very few positive changes in the lives of Libyan women and girls since USAID/ Libya concluded its previous gender analysis in mid-2018. Increased direct conflict, especially in Tripoli and the northwest beginning in April 2019, and the onset of the Coronavirus Disease 2019 (COVID-19) in early 2020 have exacerbated and added to the many challenges women and girls were already experiencing. Key findings for each of the gender analysis domains are summarized below.

Laws, Policies, Regulations, and Institutional Practices

Legal, policy, and institutional change is unlikely in the current environment of divided government structures, armed conflict, and COVID-19. Civil society coalitions have already drafted significant gender-related legislation. Many justice sector stakeholders—such as judges, prosecutors, and police—lack understanding of or are resistant to gender issues. The legal community is not politicized and includes many women—in civil society and as law students, law professors, and public lawyers—who have high capacity for action.

Cultural Norms and Beliefs / Roles, Responsibilities, and Time Use

Libya is a profoundly patriarchal and paternalistic society with a strongly gendered division of roles in households, workplaces, and civic life, which is reinforced by law and policy. Media portrayals and school curricula reinforce disempowering gender stereotypes. On the other hand, female literacy and education levels are very high, and women's rights advocates are active. Youth may be more open to female inclusion and equality, perhaps most notably in the south, where tribal structures dominate. Conflict and COVID-19 have added reasons for families to keep women and girls at home, avoiding risks in the public sphere. The pandemic is multiplying pressures on women to be responsible for children's education (because schools are closed), to care for sick people, and to enhance household sanitation and hygiene, but also to generate income because families are under financial strain. Financial hardship due to war and COVID-19 may be increasing some women's economic participation, perhaps particularly in the south.

Patterns of Power and Decision-Making

Women remain underrepresented in all elected and appointed governance institutions and processes, including peace processes, COVID-19 committees, and leadership and policy-making roles generally. Ministries have Women's Empowerment Units, but they are weak. Based on a quota, municipalities elected

one woman to each local council in 2018, but women councilors are marginalized. Multiple donors are supporting a network of the elected women councilors without coordination of these efforts. Municipalities have increased responsibility for health and education locally, but have limited capacity to deliver services that would address the priorities of women and girls in these areas. Women face significant barriers to all forms of civic participation, including as candidates. Despite increasing threats of violence that censor women's advocacy, including online, female civil society leaders remain outspoken and active.

Access to and Control over Assets and Resources

Minimal data are available about women-headed households, women's labor participation, or income-generation. Almost all employed women work for the government as teachers, in health care, or in civil service administration, and about half of all teachers are women. Women lack information about their employment rights, and their job opportunities are very limited. As entrepreneurs, women have very limited access to bank or government loans, mentorship, or information about business regulations. Online support could help overcome social constraints, but women's access to the internet is mostly through mobile phones on Facebook; they have limited digital literacy and access to computers. Male family members control the "Family Book," a collective identity document that is necessary to access many kinds of resources including bank loans,¹ as well as women's access to property and inheritance, which also limits businesswomen's potential. Several donor-funded projects support female entrepreneurs, including innovative technology-based enterprises, but coordination and follow-up are limited.

Physical Safety and Security

Ongoing conflict has subjected women to insecurity, displacement, and use as a weapon of war through fear of kidnapping and rape. Women's mobility and safety are further impeded in the south by increasing violence of armed militia and criminals, and in the east by extremist Islamist influence. Despite the fact that women are uniquely and disproportionately impacted by conflict, they have been mostly excluded from national peace and stabilization processes. Some community peace-building initiatives suggest that women working together can be effective at resolving conflicts between communities or tribes when men, who are more politicized or polarized, cannot do so. Young women and men, perhaps notably in the south, are willing to attend events on sensitive topics together, especially if hosted by trusted local entities.

Gender Based Violence (GBV)

Rape, domestic violence, and other forms of GBV are culturally taboo subjects that women rarely report. The law inadequately addresses GBV and, on some topics such as rape, strongly disempowers women and girls. Women affected by GBV have few options such as hotlines, shelters, or psychosocial services to support them. A pilot women's police unit in Benghazi was dissolved, and another unit in Tripoli is weak because police lack understanding of GBV and capacity to respond, which is also common among prosecutors and judges. Donor-funded GBV projects are very limited in scope. A GBV working group coordinates some efforts among a dozen international partners. COVID-19 may increase GBV because men are at home, families face financial hardship, and women have more household burdens. However, fewer services like shelters are available, and courts are closed. Increasing cyber violence is having a chilling effect on women activists. Harassment in public spaces is common, including, for example, on public transport.

I.3. Recommendations

Recommendations are offered to inform future USAID programming toward the goal of promoting gender equality and female empowerment in Libya. Priority recommendations are presented according to the gender analysis domains, followed by general, cross-cutting recommendations. Where appropriate,

¹ <https://www.justice.gov/eoir/file/884046/download>, page 32.

relevant USAID sectors are identified, namely Democracy and Governance (DG), Economic Growth (EG), and Stabilization.

Laws, Policies, Regulations, and Institutional Practices

- Support civil society efforts to strengthen and sustain coalitions, draft legislation and policy, develop strategic advocacy toolkits and training, and conduct coordinated public advocacy and awareness-raising campaigns. (DG)
- Host a working group among the many donors and implementers working with civil society organizations, with a special focus on gender-related initiatives. (DG)
- Leverage the vitality of female and male justice sector stakeholders (judges, law professors, etc.), who are mostly non-politicized, for women's access to justice ("gender justice") programming. Build the capacity of government public defenders, who are mostly women. (DG)

Cultural Norms and Beliefs / Roles, Responsibilities, and Time Use

- Conduct a gender-focused review of the civics curriculum developed by the USAID Libya Elections and Legislative Strengthening program (LELSA) with the Ministry of Education to ensure that it counters gender stereotypes and addresses GBV. Adapt parts of the curriculum for use by civil society groups in community awareness-raising activities. (DG)
- Fund media campaigns depicting women and girls in nontraditional roles. Inspire journalists to avoid gender stereotypes and cover issues of concern to women and girls through hands-on media training and journalism awards. In the COVID-19 context, highlight men and women in families working together to share household burdens, resolve family problems, and stay healthy. (DG)
- Use community-based economic empowerment activities for women as an entry point to address cultural norms indirectly and lessen potential for resistance or backlash. (EG)

Patterns of Power and Decision-Making

- Build the capacity of male and female municipal councilors to conduct public consultations with women, to incorporate the needs of women and girls in all municipal planning (not just social services), and to develop gender-responsive local budgets. (DG and EG)
- Condition USAID Local Governance and Civil Society (LGCS) grants to municipalities on engagement with community women to get their input on diverse themes. Engage women-led civil society organizations in local health and education service delivery, in coordination with municipalities. (DG)
- Foster women's civic participation through long-term, community-based approaches, including for mobilizing female electoral candidates long before the next elections. Support strategic advocacy for more effective female representation at every level. (DG)

Access to and Control over Assets and Resources

- Support women-led enterprises (including home-based, agricultural, and nontraditional micro- and small businesses) with long-term mentoring, consistent follow-up, and user-friendly online tools and peer learning mechanisms. Consider innovative examples of successful women's enterprises in other countries focused on women's transportation, health care advice, and online educational content. Work with government and banks to enhance financing opportunities for women's enterprises. (EG)
- Invest in private sector job creation for women. Work with government and civil society advocates to foster gender-sensitive human resources laws and policies to protect women's rights and expand their opportunities in public and private employment. (EG and DG)

- In the long-term, support civil society legislative drafting and advocacy campaigns related to women’s access to and control over property ownership, inheritance, banking, business registration, and individual or family identification documents. (DG and EG)

Physical Safety and Security

- Support advocacy for inclusion of diverse and outspoken women in national and international peace processes. (DG and Stabilization)
- Invest in women’s collective community-based peace initiatives, including women-led informal conflict resolution approaches that are traditional in some communities, particularly in the south. Involve young women and men in mixed events and activities focused on conflict mitigation, working through respected local civil society and educational institutions. (Stabilization)

GBV Recommendations

- Incorporate a GBV focus into justice sector programming (DG), media campaigns (DG), the new civics curriculum (DG), and conflict-resolution initiatives (Stabilization), as mentioned above.
- Ensure that any USAID-funded GBV programming is implemented in coordination with the existing gender-responsive rule of law, justice and security group, the GBV working group, and the new United States Department of State Bureau of Democracy, Rights, and Labor program.²

General (Cross-cutting) Recommendations

- For all USAID solicitations and programs, require gender-specific indicators (ADS 205.3.9.2), gender action plans (ADS 205.3.6-7), and gender-disaggregated reporting data (ADS 205.3.8).
- Use all interactions with government entities, civil society, and other stakeholders to increase gender-focused research and technical capacities to gather and use sex-disaggregated data.
- Engage men and boys in all efforts toward gender equality and female empowerment as allies, “champions,” spokespeople, family members, training participants, and target audiences.
- Avoid segregated events whenever possible to normalize interactions among women/men and foster male allies/champions.
- Organize parallel training/awareness-raising activities for *mahram* (male chaperones) to enable women’s participation in events and to encourage male allies and champions.
- Include youth (young girls/women and boys/men) in all programming sectors as much as possible.
- Support women’s online networking and learning opportunities, including funding internet connections and investing in women’s digital literacy and cybersecurity.
- Adopt procedures (such as public procurement quotas) to prioritize women and their businesses as vendors for USAID-funded programs.
- Ensure that USAID and its implementing partners participate actively in gender-focused coordination efforts to share learning, avoid duplication, and ensure complementarity.
- Foster communities of practice among Libyan women. Seek out regional best-practice examples and link women in the region as peers and mentors.

² [DRL Preventing and Addressing Gender-Based Violence in Libya](#)

2. OVERVIEW OF THE CONTEXT

2.1. Libyan Context since August 2018

Women and men in Libya have endured nine years of conflict compounded by divided governance structures since at least 2017. The internationally recognized Government of National Accord (GNA) is based in the northwestern Libyan capital, Tripoli, and the Libyan National Army (LNA)³ controls the eastern region from the city of Benghazi. The Libyan National Conference, planned for April 2019 with the United Nations Support Mission in Libya (UNSMIL), would have been a key event in the process toward unified governance. However, on April 4, 2019, the LNA initiated a military offensive on Tripoli, which continues to cause havoc in the northwest region. The escalation of conflict and fragmented governance have further disrupted every sector and facet of life for Libyan citizens.

The GNA, preoccupied by the war among other major issues facing Libya, was then confronted with the first reported cases of the COVID-19 pandemic in March 2020. The dedicated fund for the crisis announced by the GNA was slow to materialize in required hospital equipment or financial support to citizens most affected by the lockdown.⁴ The Libyan health care system is ill-equipped to cope with a highly contagious disease. The shortcomings of the health system are rooted in decades of institutional neglect and corruption. The national fiscal crisis—based on a long-standing national overdependence on oil, bloated civil service, paltry private sector, and many other factors—compounds all of these problems.

2.2. USAID in Libya

According to the Libya Program Plan (LPP) 2018–2020,⁵ USAID’s overarching goal in Libya is “Strengthened foundations of a more unified Libyan state.” The purpose of USAID’s program interventions is to help ensure that Libyan “institutions and communities advance national stability and self-reliance,” and the LPP includes the following three objectives:

- Objective 1:** Institutions of governance more accountable to and better represent the interests of citizens
- Objective 2:** Increased opportunities for licit economic growth and participation
- Objective 3:** Libyan communities have enhanced ability to address drivers of instability and conflict

Corollary objectives include strengthening representative political processes, improving the business-enabling environment, broadening employment opportunities, and enhancing the government’s capacity to deliver essential services. USAID’s approach in Libya focuses on partnering with government institutions, civil society, the private sector, and other actors. According to guidance from USAID/Libya representatives, the new strategic framework under development may include different or additional objectives or sub-objectives, including potentially in education or health service delivery.

USAID/Libya conducted a gender analysis in mid-2018, which concluded that the post-revolution period in Libya since 2011 has largely excluded women, undermined some previous gains in female empowerment, and hampered the country’s advance toward gender equality. The analysis noted that women have limited political and economic participation or influence, and inequality is deeply rooted in rigid social norms.

³ The LNA is also known as Libyan Arab Armed Forces (LAAF), especially in Arabic-language media.

⁴ https://reliefweb.int/sites/reliefweb.int/files/resources/Libya_COVID-19_Flash%20Update_No.1_30Mar2020.pdf.

Regularly updated data and information regarding the Libya crisis are available at <https://reliefweb.int/country/lby>

⁵ <https://www.usaid.gov/libya/fact-sheets/usaid-libya-program-plan-2018-2020>

3. INTRODUCTION AND OBJECTIVES

The United States Agency for International Development (USAID)/Libya requested that the Monitoring and Evaluation for Tunisia and Libya activity (METAL), managed by International Business & Technical Consultants, Inc. (IBTCI), conduct a Gender Analysis of the Libyan operating environment.

3.1. USAID Gender Policy

Promoting gender equality and female empowerment is a core development objective of USAID, guided by USAID Automated Directives System (ADS) Chapter 205 on Integrating Gender Equality and Female Empowerment in USAID's Program Cycle (hereafter ADS 205).⁶ In addition, USAID's Gender Equality and Female Empowerment Policy (hereafter USAID Gender Equality Policy)⁷ articulates the following three overarching outcomes regarding equality and empowerment:

- Reduce gender disparities in access to, control over, and benefit from economic, social, political, and cultural resources, wealth, opportunities, and services.
- Reduce gender-based violence (GBV) and mitigate its harmful effects on individuals and communities.
- Increase the capability of women and girls to realize their rights, determine their life outcomes, and influence decision-making in households, communities, and societies.

Gender analysis is a mandatory component of Missions' strategic planning processes, per ADS 205.3.1. According to USAID's Gender Equality Policy, the three goals above regarding equality and empowerment must be adapted into specific results that have associated targets and indicators for tracking progress. ADS 205.3.2 outlines the following five domains for gender analysis:

- 1) Laws, policies, regulations, and institutional practices
- 2) Cultural norms and beliefs
- 3) Roles, responsibilities, and time use
- 4) Patterns of power and decision-making
- 5) Access to and control over assets and resources

The Scope of Work (SOW) for the Libya Gender Analysis (see Annex I) includes two additional domains:

- 6) Physical safety and security, including GBV
- 7) GBV prevalence, incidence, risk factors, and access to services

3.2. Analysis Objective

USAID/Libya is developing a new strategic framework to follow the current LPP. As part of this process, the Mission seeks to update its August 2018 Gender Analysis to ensure that it reflects the current Libyan operating environment. Findings and recommendations from the updated gender analysis may contribute to the integration of gender equality and female empowerment principles into the new strategy.

Specifically, the 2020 Gender Analysis is intended to accomplish the following:

- Update and validate the findings and recommendations of the 2018 Gender Analysis.
- Identify changed and new constraints and opportunities for empowerment and equality by sector, geographic region and population groups, and the scope of their impact.
- Identify female empowerment best practices and success stories that could be replicated or expanded by USAID/Libya.

⁶ <https://www.usaid.gov/sites/default/files/documents/1870/205.pdf>

⁷ https://www.usaid.gov/sites/default/files/documents/1870/GenderEqualityPolicy_0.pdf

The 2020 Gender Analysis takes account of significant geopolitical and socioeconomic changes in Libya since 2018 and offers recommendations to USAID/Libya related to programming and potential areas of collaboration with other donors, the Libyan Government of National Accord (GNA), and other relevant actors. In addition, the analysis complies with ADS 205, the USAID Journey to Self-Reliance (and related metrics),⁸ the 2018 Women’s Entrepreneurship and Economic Empowerment Act,⁹ and USAID 2019 Policy Framework: Ending the Need for Foreign Assistance.¹⁰

Sectors relevant for the Libya Gender Analysis include the following, most of which are reflected in the USAID/Libya Results Framework in the LPP 2018–2020:

- Democracy and governance, including local governance (Objective 1 in Figure 1)
- Economic growth, including both formal and informal economies (Objective 2)
- Service delivery, including health and education (not included in Figure 1)
- Stabilization, including efforts to address drivers of instability and conflict (Objective 3)

Figure 1: USAID/Libya Results Framework in the Libya Program Plan 2018–2020¹¹



In addition, USAID requested the Gender Analysis team to consider any gender implications of the COVID-19 pandemic. As of June 7, 2020, Libya reported five deaths and 270 confirmed cases, including 114 in Sebha in the south, where full lockdown was extended in response to a recent surge of cases.¹² Gender-disaggregated COVID-19 case data is not available.

The primary intended audience for the Gender Analysis is USAID/Libya. USAID also may disseminate the report to stakeholders, such as implementing partners (IPs), the GNA, other sector-specific donors, the private sector, and national and international non-governmental organizations (NGOs and INGOs).

⁸ <https://selfreliance.usaid.gov/country/libya>

⁹ <https://www.congress.gov/bill/115th-congress/house-bill/5480/text>

¹⁰ https://www.usaid.gov/sites/default/files/documents/1870/WEB_PF_Full_Report_FINAL_10Apr2019.pdf

¹¹ <https://www.usaid.gov/sites/default/files/documents/1883/06-11-19USAIDLibyaProgramPlan.pdf>

¹² <https://reliefweb.int/report/libya/libya-covid-19-situation-report-no-6-08-june-2020>

4. METHODOLOGY AND LIMITATIONS

The gender analysis was conducted over a period of approximately 10 weeks beginning in late April 2020 and built on work done by previous consultants. The following sections describe the data collection and analysis methods as well as methodological limitations.

4.1. Data Collection and Analysis Methods

The gender analysis methodology focused primarily on qualitative analysis. It included a desk-based literature review and key informant interviews with a wide variety of interlocutors via remote technology.

4.1.1. Literature Review

The analysis team began its work with home-based research and review of existing information sources, especially data and documents published after August 2018 (i.e., after the 2018 Gender Analysis was completed). Relevant literature included recently enacted laws, documentation from USAID and its IPs, and surveys, reports, and analyses from United Nations agencies, other donors, NGOs, INGOs, academic institutions, and other sources. A bibliography of recently published documents is presented in Annex 4.

All documents shared by USAID were reviewed, along with recent documents posted on humanitarian aid websites, including those managed by the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA),¹³ Humanitarian Response,¹⁴ and ReliefWeb.¹⁵

4.1.2. Key Informant Interviews

The analysis team conducted Key Informant Interviews (KIs) with a wide variety of national and international stakeholders, especially people knowledgeable about issues facing women and girls in Libya such as gender focal points in international organizations, and individuals who were able to provide unpublished information and insight. Key informants included representatives of current and recent USAID IPs, United Nations agencies, other donor agencies and international organizations. Additional key informants were Libyan activists, thought leaders, businesswomen, and representatives of government departments, civil society, and media. KIs were conducted with 74 women and 22 men using a standardized protocol (see Annex 3), which was adapted as needed for different interlocutors. The number of key informants interviewed is presented in Table 2, and a list of key informants is in Annex 2.

Table 2: Number of Key Informants by Category, Sex, and Location

Category	International	West/ National	East	South
USAID Implementing Partners	10			
UN Agencies / Other Donors	14			
Other International Organizations	14			
Libyan Civil Society / Activists		29	5	10
Libyan Academics / Government		9	3	2
Total = 96 74 Female (F), 22 Male (M)	38 (22 F, 16 M)	38 (35 F, 3 M)	8 (7 F, 1 M)	12 (9 F, 3 M)

¹³ <https://www.unocha.org/libya>

¹⁴ <https://www.humanitarianresponse.info/en/operations/libya>

¹⁵ <https://reliefweb.int/country/lby>

4.1.3. Data Analysis

Notes from each KII were typed in a standardized summary format and shared with all team members. The analysis team documented narrative responses at a sufficient level of detail to permit a content analysis of the qualitative data. The team identified and reached consensus about the main findings from the data collection. Each finding was categorized within one or more of the seven domains of analysis and one or more relevant sectors. To the extent possible, data was analyzed across domains and sectors to understand how the two are linked, and their combined impact on gender.

Whenever possible, the gender analysis team sought descriptive statistics on men and women in Libya within each of the three geographic regions, and sector-level quantitative and qualitative data on key gender gaps relevant to each of the seven domains. When quantitative data was not available, other supporting evidence was sought to support findings and recommendations. The analysis has allowed the team to articulate evidence-based findings and to offer specific, actionable recommendations about strategic USAID interventions.

The use of various data sources enabled the analysis team to triangulate information to identify findings and make recommendations, and enhanced the reliability and validity of the findings.

With regard to the analysis by domains, findings related to two of the domains were closely related and have been combined into one section of the report. These two domains are “Cultural Norms and Beliefs” and “Roles, Responsibilities, and Time Use.” In addition, two supplementary domains included in the SOW both refer to GBV. For the domain of “Physical Safety and Security,” the analysis report focuses on the ongoing conflict and peace processes, which are related to the Stabilization sector. For the domain of “GBV Prevalence, Incidence, Risk Factors, and Access to Services,” the report analyzes various kinds of GBV, but there is almost no data for Libya related to any of the mentioned GBV sub-themes.

4.2. Limitations

The gender analysis team was significantly limited by both the security situation in Libya and the COVID-19 pandemic. One team member was based in Tripoli, but unable to meet stakeholders in person or travel within Libya. The team leader and other team member were unable to travel to Libya or the region. The team members, therefore, were not be able to plan or work together in the same location. Team meetings and all KIIs took place remotely using technology, which limited the natural interaction and communication of interlocutors. Participants who were identified for potential focus group discussions were interviewed as key informants instead; data collected through KIIs was viewed as more robust. Team members made every effort to mitigate limitations by establishing a standardized protocol, cross-checking each other’s notes, and communicating frequently.

5. FINDINGS

There have been very few positive changes in the lives of Libyan women and girls since USAID/ Libya concluded its previous gender analysis in mid-2018. Increased direct conflict, especially in Tripoli and the northwest beginning in April 2019, and the onset of COVID-19 in early 2020 have exacerbated and added to the many challenges women and girls were already experiencing. Key findings for each of the gender analysis domains are summarized below.

5.1. Laws, Policies, Regulations, and Institutional Practices

5.1.1. Major Changes since August 2018

Abandonment of Constitutional Process

Libya’s Constitution Drafting Assembly (CDA) approved a “final draft” constitution in July 2017, but the Libyan House of Representatives did not ratify the CDA draft. The contentious constitutional process was

abandoned after the attack on Tripoli in April 2019 by militias based in the east affiliated as the Libyan National Army (LNA), also known as the Libyan Arab Armed Forces (LAAF).

Several issues mentioned in the 2018 USAID/Libya Gender Analysis seem to refer to a 2016 version of the draft constitution; most of these issues were addressed in the final 2017 draft. Notably, the final draft constitution eliminated gender stereotypical language, and Article 7 guaranteed equality before the law and nondiscrimination. Article 49, titled Supporting Women's Rights, ensured protection and promotion of women's status and opportunities and prohibited discrimination against women.

In addition, an earlier draft constitutional article said that a man married to a foreigner could not be a candidate for president, but the final draft made it clear that the candidate could be male or female. Article 184 provided for a quota of 25 percent of the total seats for women in any national or local election and clearly stated that women also may run for general seats. Nevertheless, this provision did not meet the demand of women's rights advocates that the quota also must be applied to the appointment of women in legislative, executive, and judicial leadership positions.¹⁶

The efforts of women's rights organizations and advocates played a vital role in amendments to the final draft constitution to grant more rights to Libyan women. However, two main concerns were not addressed in the final draft. First, the right of Libyan women to confer citizenship to their children was not protected.¹⁷ Second, the final draft constitution ignored demands to establish a Women's National Council under the authority of the legislature instead of or in addition to Women's Empowerment Units in Ministries and other executive departments.

Development of New Laws and Policies

The political division and the ongoing war affected the work of the legislature, and long discord began among members of Parliament, which ended with the creation of a parallel parliamentary body by the parliamentarians who boycotted the House of Representatives to protest against the military operation on Tripoli. This rift further disrupted the legislative process because obtaining the required quorum to pass laws became more challenging. This disruption has negatively affected advocacy projects undertaken by women's rights organizations to improve the legal and regulatory framework for the benefit of women and girls.

In addition, this discord led executive authorities to issue a set of inconsistent and confusing regulations as executive orders. One example is an executive order issued by the Transitional Government in the East to impose a duty on any foreigner who wants to marry a Libyan woman. This duty is not imposed in the Western region.

There have been a few attempts by the Libyan government to draft new laws since 2018. The Government of National Accord (GNA) Ministry of Labor drafted a new labor law and submitted it to the House of Representatives in 2019. The Ministry of Economy prepared a new law to promote and support small and medium-sized enterprises (SMEs) under their joint project with the Organization for Economic Cooperation and Development (OECD).¹⁸ These new laws have not been reviewed from a gender perspective. In addition, a coalition of women's rights organizations from across the country drafted a law on Violence Against Women (VAW) and presented it to the House of Representatives. Legislators gave few remarks on the draft, which were included in the final draft, but the law is still pending due to the dysfunction of the legislative process.

¹⁶ See, for example,

http://www.undp.org/content/dam/libya/docs/Libyan%20Womens%20Demands%20in%20the%20Constitution_English.pdf

¹⁷ This issue was highly contentious in all discussions about the constitution. CDA members deferred resolution of the issue to the next elected legislature.

¹⁸ <http://www.oecd.org/mena/competitiveness/libyaproject.htm>

5.1.2. Constraints and Opportunities

Legal Framework and Legislation

As described in detail in the 2018 Gender Analysis, the Libyan legal framework is deeply problematic for women. It is often paternalistic toward women, as evidenced by labor laws that limit women's working hours and the jobs women may perform, purportedly due to women's "nature." Some laws are discriminatory and do not serve women's interests, while other laws lack effective mechanisms to enforce the gender equality they supposedly intend to protect.

Libya acceded to the international Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1989 with two reservations related to Islamic *Shariah* law.¹⁹ However, most Libyan laws do not comply with CEDAW's provisions, and Libya lacks a national action plan for CEDAW implementation.²⁰ A national women's economic empowerment plan is also needed.

However, the current conflict and political fragmentation preclude adoption or implementation of any significant legal or policy reforms. As a result, progress on legal and policy reforms needed to protect women and promote their rights is unlikely in the short term. Nevertheless, civil society organizations have demonstrated their willingness to collaborate on reform advocacy despite the fractious and dangerous environment. These organizations have the capacity for conducting gender-related advocacy campaigns toward legal and policy reforms, especially if their coalitions are strengthened.

Justice Sector

Another challenge to gender justice is a lack of understanding or resistance to women's rights among stakeholders in the justice sector, such as judges and prosecutors. Although there are many female judges (18.5 percent), women are still vastly underrepresented in top-ranking positions in the justice sector (7 percent). Women constitute the majority (68 percent) of public defense lawyers in Libya, who are technically part of the judiciary, but they have very low status.²¹

Efforts are needed to promote a more gender-responsive justice sector to protect women's rights. In general, members of the legal community are not politicized or ideologically polarized, and they have high capacity for advocacy and action, according to representatives of American Bar Association Rule of Law Initiative (ABA-ROLI), among others. In addition to male allies within the legal community, there are many women professors and law students, though most female law graduates reportedly do not practice in the legal profession. To support women's access to justice, gender-focused professional development is needed for both men and women in the sector. Special focus could be given to raising awareness among and empowering government public defenders, who are mostly women.

Policy Making

On the policy level, there are a few women in government leadership positions, but they are mainly in traditional sectors related to social affairs or women's affairs. Very few women have any real influence in policy-making processes, including the weak Women's Support and Empowerment Unit established by the Presidency Council in 2018.²² Leaders of the unit lack the technical capacity and strategic vision to influence policy processes or mainstream gender issues within the government. Women's empowerment units in ministries are also marginalized and ineffective. These units have an essential role, but need capacity-building and other support to have any impact.

¹⁹ https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&clang=_en#EndDec

²⁰ <https://www.womenpeacesecurity.org/region/africa/northern-africa/libya/>

²¹ <https://www.refworld.org/pdfid/57ee8f9f4.pdf>

²² <https://unsmil.unmissions.org/presidency-council%E2%80%99s-women-support-and-empowerment-unit-holds-its-first-coordination-meeting>

Institutional Practice at the Local Level

Municipalities have increased responsibility for health and education and other local services that are important for the well-being of women and girls. However, municipal councils have limited resources and capacity. Engaging women-led and women-focused organizations in local service delivery sectors in coordination with the municipalities could help change institutional practices and have a significant impact on community services for the benefit of women and girls at the local level. Supporting efforts toward the appointment of women to a wide range of municipal committees and sub-committees not limited to women's affairs and social development is another opportunity for positive change.

5.1.3. Best Practices and Success Stories

Advocacy Coalitions

Civil society coalitions have drafted significant gender-related legislation and policies, for example the women's organizations formed a coalition to draft the VAW law, which was presented to the House of Representatives, who requested few amendments but due to the political tension the draft remained pending. Another example is that 14 women's organizations cosigned an open letter to the GNA to advocate for gender-sensitive recommendations in the national action plan to combat the COVID-19 pandemic.²³ Most recently, 72 organizations and activists cosigned an open letter to request the Supreme Judicial Council to resume the work of the courts, which were suspended in April 2020 as a measure to combat the pandemic. According to the Supreme Judicial Council, all courts will reopen in late June.²⁴

Social Media Influence

Some gender-focused social media campaigns in Libya have been amplified by national television coverage. One example is the "424" campaign launched by the Tanweer Movement against Article 424 of the Penal Code, which vacates criminal liability for a rapist if he marries his rape victim.²⁵

5.2. Cultural Norms and Beliefs / Roles, Responsibilities, and Time Use

The majority of the informants agreed that cultural norms and beliefs are the most challenging and complicated issue facing women in Libya. These issues are closely related to the gendered nature of roles, responsibilities, and time use in Libya. Therefore, these two domains have been combined for analysis.

5.2.1. Major Changes since August 2018

Instability has become the norm in Libya as the country is torn by war, economic and humanitarian crises, and recently the COVID-19 pandemic. All of these factors have contributed to changes or amplifications of existing social and cultural norms that impact women's and girls' lives.

Women's Mobility

Increasing conflict, particularly in the western region, has increased restrictions on women's movement. Informants stated that traveling between cities without a male chaperone (*mahram*) is almost impossible due to formal and informal checkpoints and an absence of law enforcement and security in some areas. When Maitiga airport in Tripoli was closed down due to shelling, women had to travel to the next nearest airport to be able to travel,²⁶ and they reported more restrictions. Informants also noted that there are

²³ <https://www.euromedwomen.foundation/pg/en/news/view/9149/open-letter-by-libyan-csos-to-recommend-gender-sensitive-policy-to-governments-covid19-crisis-response-plan>

²⁴ <https://www.libyaobserver.ly/supreme-judicial-council>

²⁵ <http://tanweer.co/>, https://www.equalitynow.org/libya_the_penal_code and <https://www.facebook.com/elkul.libya/photos/a.706176149503605/2559962810791587/>

²⁶ <https://freedomhouse.org/country/libya/freedom-world/2020>

more restrictions on women’s travel abroad,²⁷ particularly for young women who are asked by immigration officers at the airport for written travel consent from their families, though there is no legal basis for this demand.

Early Marriage

The conflict also has increased fear in families about the safety of their female family members, and the perceived need for male protection of young women has increased. This change has promoted practices like early marriage,²⁸ which reportedly has become more common in rural areas and among internally displaced communities as a means to protect young women from rape or kidnapping by armed groups,²⁹ which would disgrace the family honor.

COVID-19

Concern about the spread of COVID-19 as well as measures implemented by both governments to combat COVID-19 have added excuses to keep women at home or in the private sphere. Awareness-raising text messages related to COVID-19, sent to 240,000 recipients in Sabha and Tripoli by humanitarian organizations as of June 7, include a focus on “easing the burden for women at home.”³⁰

5.2.2. Constraints and Opportunities

Profoundly Patriarchal Society

Profoundly patriarchal attitudes in Libya are manifest in social, legal, political, and economic spheres of life. Factors contributing to these attitudes include tribalism, conservatism, religion, and the relatively closed nature of the society. Various strict ideologies put men in the position of protecting women who are perceived as weak, emotional, and vulnerable. Informants reported that this paternalism is relevant to different forms of discrimination women face in Libya. It is also part of the reason why women avoid reporting cases of violence, asking for their share of inheritance, choosing their school or course of study, or participating in selecting their husbands. The ongoing conflict has further embedded all of these negative practices and has had a regressive effect on women’s rights. Women who challenge and oppose these norms are often harassed, stigmatized, marginalized, or threatened with violence.³¹

Media and Norms

Traditional and digital media play an important role in defining gender norms by portraying negative or positive images of women and girls in society and in relation to men and boys. News coverage, advertising, drama programs, and other media programming all contribute to the formation of negative stereotypes of women and girls in Libya,³² as well as legitimizing domestic violence, harassment, and other problems.

²⁷ <https://www.opendemocracy.net/en/north-africa-west-asia/libyas-forgotten-half-between-conflict-and-pandemic-women-pay-the-higher-price/>

²⁸ <https://www.legal-agenda.com/en/article.php?id=5551>; also see, for example, <https://www.independentarabia.com/node/65011/%D8%AA%D8%AD%D9%82%D9%8A%D9%82%D8%A7%D8%AA-%D9%88%D9%85%D8%B7%D9%88%D9%84%D8%A7%D8%AA/%D8%B2%D9%88%D8%A7%D8%AC-%D8%A7%D9%84%D9%82%D8%A7%D8%B5%D8%B1%D8%A7%D8%AA-%D9%81%D9%8A-%D8%A7%D9%84%D8%AC%D9%86%D9%88%D8%A8-%D8%A7%D9%84%D9%84%D9%8A%D8%A8%D9%8A-%D9%81%D8%AA%D9%8A%D8%A7%D8%AA-%D8%B5%D8%BA%D9%8A%D8%B1%D8%A7%D8%AA-%D9%8A%D8%B5%D8%A8%D8%AD%D9%86-%D8%A3%D9%85%D9%87%D8%A7%D8%AA-%D9%85%D8%B7%D9%84%D9%82%D8%A7%D8%AA>

²⁹ <https://cihrs.org/libya-on-the-ninth-anniversary-of-libyas-revolution-new-book-by-cihrs-analyzes-libyas-derailed-democratic-transition/?lang=en>

³⁰ <https://reliefweb.int/report/libya/libya-covid-19-situation-report-no-6-08-june-2020>

³¹ <https://reliefweb.int/sites/reliefweb.int/files/resources/MDEI986572018ENGLISH.pdf>

³² https://www.unescwa.org/sites/www.unescwa.org/files/page_attachments/beijing_25_libya_english.pdf

During Ramadan 2020, for example, a popular Libyan television show depicted women subjected to various acts of verbal and physical violence. The show presumably was designed to celebrate traditional values and norms related to masculinity. A group of young Libyan feminists started an online campaign and petition³³ that caused the channel to issue a formal apology, which was unprecedented in Libya.

Women in the Public Sphere

Cultural norms have contributed to the limited role of women in Libyan politics. On the local level some women participated to serve their parties or tribes who wanted to gain more political presence by taking over the women's seats in the municipalities. These elected women are under their families' control, which marginalizes their voices and limits them to socially approved roles and actions.

In general, women in the public sphere are not well-accepted by either men or women. Women who choose to be in the public are subjected to sexist language, defamation, and bullying for not abiding by social norms, including in parliament and public sector agencies. For example, female parliamentarian Dr. Siham Sergiwa was kidnapped from her home in July 2019 soon after giving a television interview critical of ongoing violence in the country.³⁴ Public reaction on social media was mostly that she deserved this fate because she worked outside her household in politics and expressed her views publicly.

Far from politics, women were further restricted in the public sphere after the incident in a Benghazi³⁵ cafe when young women were arrested by the morality crime police for having a gathering in a public cafe with music. Similar incidents happened in Tripoli the next year, when armed militias stormed cafes in Tripoli and arrested the unmarried couples and ordered the owner to close down the family section.³⁶ Both incidents used Public Morality Law No. 56 of 1970, which does not define clearly acts of immorality and indiscretion, leaving them open to interpretation according to cultural norms and individual beliefs.

Despite the constraints on women's movement and in the public sphere in general, youth are reportedly more open to female inclusion and empowerment, including in more conservative regions like the south.

Education and Digital Illiteracy

There have been constant demands from women's rights advocates to change the school curricula, which are based on disempowering gender stereotypes. Nevertheless, the curricula, remain the same.

Most women in Libya own mobile phones but they have limited access to computers. In some families, women do not have the freedom to surf the internet and they are monitored and censored. Women, in general, have limited digital/online literacy. They primarily use Facebook if they are online at all.³⁷ However, during the conflict and COVID-19 crisis, women are increasingly using online space, primarily social media platforms and mainly in the northern region where internet connectivity is better, to mitigate some of the social constraints they face, according to a recent report by Spark on Libyan women in business.³⁸

Economic Empowerment

The informants in the south have noted that household financial hardship has increased women's economic participation and elevated their important role within their households, and making women, to some extent, accepted in the public sphere. The same has been noticed in the workplace with more acceptance

³³ https://www.facebook.com/permalink.php?story_fbid=2588798901362239&id=1685206135054858

³⁴ <https://insidearabia.com/abducted-libyan-mp-activist-siham-sergiwa-still-missing/> and Amnesty International, "Libya: Fears mount for abducted woman politician a month since she went missing," August 2019.

³⁵ https://medium.com/@k_libya/the-benghazi-cafe-incident-in-numbers-5a8ecf3c5184 and http://www.xinhuanet.com/english/2018-12/30/c_137707645.htm

³⁶ <https://www.euronews.com/2019/10/17/gunmen-raid-cafes-in-libya-capital-to-curb-social-freedoms>

³⁷ See, for example, <https://cyber.fsi.stanford.edu/io/news/libya-scene-setter>

³⁸ <http://jusoor.ly/Libyan%20Women%20in%20Business%20AR.pdf> See also <https://spark.ngo/libyan-women-push-for-a-bigger-role-in-rebuilding-their-country/>.

of women to work in the health sector as nurses and doctors despite having them work night shifts. However, it is important to mention that women work mostly in branches of medicine where dealing with men will be limited, like pediatrics and gynecology.

The majority of informants indicated that women's economic empowerment can be the entry point to communities and different social classes and ideologies, can address cultural norms indirectly, and can contribute to social change.

Unpaid Care and Household Responsibility

Women are expected to do all domestic work, and men's contributions in the home are not considered their duty, but as help they give to the women. Law No. 10 of 1984 Article 18 regulates inequality in the household by enumerating a wife's obligations to her husband, which include taking care of his comfort, managing the marital house, and raising children.³⁹ COVID-19 has not changed traditional narratives, but has exacerbated or re-entrenched women's traditional roles in the household. Women also bear the burden of maintaining household sanitation and hygiene and caring for sick family members during the pandemic.

During the COVID-19 lockdown, women's responsibilities of caring for and teaching children have been amplified because children cannot attend school. With the decline in the supply of childcare facilities, this created a further burden on women who work in essential jobs and cannot work remotely.⁴⁰ The United Nations Children's Fund (UNICEF) has announced a distance learning for school children with the Libyan Ministry of Education.⁴¹ The program did not include supporting guidance and coaching for parents to facilitate the learning process for their children.

According to the recent United Nations policy brief, "Recent data shows that adolescent girls spend significantly more hours on chores compared to their male counterparts."⁴² According to informants of the current gender analysis, the case is similar in Libya.

The renewed conflict and macroeconomic crisis have put new or additional pressure on women to generate income where families are under financial strain. This extra burden may have been particularly acute for internally displaced women because reportedly they have better opportunities to find jobs or start home-based businesses than men. Some women are therefore increasingly playing a vital role as primary or required secondary breadwinner in their families, though there has been no meaningful decrease in women's responsibilities within the household.

All forms of media communication channels in Libya portray the relationships between men and women in traditional roles in the household and society. Media and community-based campaigns can play a proactive role in challenging women's burden of care currently experienced in Libya by building the awareness around positive change and focus on men and women in the family working together to share the household responsibilities and burdens, solve problems, and support each other to stay safe and healthy during the conflict and COVID-19.

5.2.3. Best Practices and Success Stories

Civics Curriculum

A civics curriculum for grades 4–9 has been developed by the International Foundation for Electoral Systems (IFES) with the Ministry of Education as part of USAID's Libya Elections and Legislative Strengthening (LELSA) program. This is one of the few successful development interventions in the Libyan education sector. A gender-focused review of this curriculum is needed to ensure that it counters negative

³⁹ <http://aladel.gov.ly/home/?p=1246>

⁴⁰ https://www.un.org/sites/un2.un.org/files/policy_brief_on_covid_impact_on_women_9_april_2020.pdf

⁴¹ <https://reliefweb.int/sites/reliefweb.int/files/resources/Final%20EG%20PR.pdf> and <https://dl.edu.ly/>

⁴² https://www.un.org/sites/un2.un.org/files/policy_brief_on_covid_impact_on_women_9_april_2020.pdf, page 14.

gender stereotypes and addresses gender-based violence issues. The civic curriculum could be adapted for older students, community-based civic education, and multimedia campaigns.

Media to Combat Gendered Stereotypes

Combating stereotypes through innovative digital media programs such as “Huna Libya”⁴³ is another best practice. Its campaign “Break the Stereotype”⁴⁴ showed women and girls in nontraditional roles. The name of another campaign called “Ogbalik”⁴⁵ is a common term shared among women celebrating at weddings, engagement parties, and baby showers that means “I have fulfilled my dream, you are next!” The campaign carries over this spirit to celebrate the successes of women working in professions that break traditional stereotypes. Funding similar media campaigns could play an important role in raising awareness among people and challenge the social norms that limit women in their society.

Parallel Events for Male Chaperones

Many women are unable to travel without a male chaperone due to the strict cultural norms and movement restrictions; therefore, to reduce these impediments many development agencies host parallel events for male chaperones to enable women’s participation in events. IFES, one of USAID’s implementers, started this successful practice, which was followed by other USAID implementers and development agencies. Continuing to support these parallel activities for chaperones will help ensure that women participate in these events, and also serve to further educate their male companions about the need for gender equality and empowerment.

Encourage Mixed-Gender Events

Young men, who can serve as allies and champions of women’s empowerment, are more accepting of women’s presence in the public sphere. Avoiding segregated events should further normalize interactions between women and men, especially in areas where women are not usually present such as discussions related to business and security.

5.3. Patterns of Power and Decision-Making

5.3.1. Major Changes since August 2018 and Constraints

There have been very few changes in Libya since 2018 with regard to gendered patterns of power and decision-making. Most key informants were highly discouraged about the prospects for progress in female empowerment in the current environment of conflict, divided government, and pandemic. On the other hand, many informants were enthusiastic about the wealth of energy, knowledge, and potential of Libyan women as well as the commitment of some Libyan male allies, especially in younger generations.

Civic Participation

Libyan women’s decision-making power within families and communities is severely hampered by overwhelmingly patriarchal and paternalistic social and cultural systems, as discussed in Section 5.2. Family is the fundamental unit and locus of control in these systems, which are informed by Islam, tribalism, militarism, and conservatism. For the same reasons, women continue to face social barriers to all forms of civic participation. Less than one-third (29.6 percent) of registered women voters cast ballots in recent elections, compared with almost half of men (44.3 percent). As described in section 5.6, threats of violence, including cyberbullying, censor women’s individual and collective advocacy. Despite these constraints, many female civic leaders are very active and outspoken, and several prominent civil society organizations are led by talented and well-informed women.

⁴³ <https://www.rnw.org/projects/huna-libya/>

⁴⁴ <https://hunalibya.com/lifestyle/3742/>

⁴⁵ <https://www.rnw.org/news/womens-day-in-tripoli/>

Women's Leadership in Government

Women remain underrepresented in all elected and appointed governance institutions and processes, and policy-making roles generally. The House of Representatives includes only 21 women out of 200 seats. Women's Empowerment Units have been established in Ministries, but these units are marginalized, and there are few women in leadership and at higher policy levels. The government's COVID-19 Crisis Committee includes only one woman and lacks any focus on gendered aspects of the health emergency. Very few women have been included in peace discussions or processes, as discussed in Section 5.5.

Elections held in 22 municipalities in March and April 2019 were the first elections in the country in five years; other elections have been postponed due to the divided government and conflict. There is a quota for one woman on each municipal council, and women are eligible to be elected on other council seats, but no council includes more than one woman. Elected women councilors are marginalized and are not necessarily able to represent the interests of women in their communities.

Many women, at least at the local level, are reticent to stand as candidates. National Democratic Institute (NDI) conducted training for female candidates in 2019, but did not have sufficient time to foster support among men in communities, which might have enabled and encouraged more women to participate. International Republican Institute (IRI) also trained potential female candidates in 13 municipalities; 11 women ran for office, and three of them won seats.

As IRI summarizes in its "Democracy Speaks" blog, "The barriers to the inclusion of women are many: patriarchal and cultural norms that are not supportive of women's engagement in political life, an associated absence of support systems needed for the pursuit of political leadership roles, confidence barriers that dissuade women from playing leadership roles in politics, and a disconnect between potential women candidates and the electorate."⁴⁶

5.3.2. Opportunities, Best Practices, and Success Stories

Several USAID programs support the efforts of civil society organizations, including on gender-focused themes such as Libya Elections and Governance Support (LEGS), and the follow-on Libya Elections and Legislative Strengthening (LELSA) program. USAID Libya Consensus Building (LCB), implemented by the American Bar Association Rule of Law Initiative (ABA-ROLI), engaged with civic groups to participate in the constitutional process. NDI supported a "30 percent quota" campaign focused on the legislature and later on Ministries and government offices. They also hosted debates among female and male youth on civics topics, including in the south of the country through universities. Many other donors support civil society as well, such as the EU through British Council, presenting a good opportunity for coordination.

USAID's Local Governance and Civil Society program (LGCS) provides support for a network of elected women councilors originally called the Women Elected Officials Network (WEON) and supported by USAID/LEGS. Again, UN Women and several other donors and organizations are also supporting women councilors, with potential for duplication and confusion unless there is strong coordination.

Building the capacity of male and female municipal councilors is a priority for USAID/LGCS, which hopes to help councils incorporate the needs of women and girls in municipal planning. The USAID Public Financial Management (LPM) program may include gender-responsive budgeting in its support to local councils. In particular, these programs could facilitate local councilors' practical engagement with women in communities to get their input on a wide range of themes relevant for people's daily lives.

5.4. Access to and Control over Assets and Resources

5.4.1. Major Changes since August 2018

⁴⁶ <https://www.democracyspeaks.org/blog/libyan-women-make-their-voices-heard-local-government>

Conflict and COVID-19

The twin factors of ongoing conflict and the COVID-19 pandemic mean that more women in Libya need to earn income to support their families,⁴⁷ but at the same time face more burdens at home and restrictions in their mobility. “War has forced Libyan women to enter the job market,” according to Aya Mahjoub, the founder of a training center in Benghazi, but “often without enough awareness, skills and experience.”⁴⁸ The conflict and pandemic also further limit women’s physical mobility and prevent them from traveling to conduct business or otherwise earn income. In addition, women’s primary responsibility for domestic duties, discussed previously, impacts their time use and ability to manage their enterprises. In many workplaces, women have been given priority to stay home as they are seen as more vulnerable and weaker than men.⁴⁹ Another practice in workplaces due to COVID-19 has been that women are more likely than men to be dismissed by their employers as they are considered less important workers.⁵⁰

Informal Workers

As most women in Libya work in the informal sector in home-based businesses and, therefore, do not pay taxes or make social security contributions, they are excluded from receiving social security benefits when they reach retirement age, further disadvantaging them from men, who work in much greater numbers in the formal sector.

Businesses

Due to the conflict and economic crisis, women’s participation in the labor force has become more accepted in Libyan society in recent years. Many women started their own businesses and became their primary source of income to support their families.⁵¹ However, the restrictions on travel induced by COVID-19 and the ongoing conflict have disrupted their operations and harmed their businesses.

5.4.2. Constraints and Opportunities

There is a significant gap in research and data related to Libyan women’s labor participation and income-generation activities as well as the status of women-headed households. Nevertheless, below are some of the constraints and opportunities regarding women’s access to and control over assets and resources.

Access to Employment

The 2010 Labor Relations Law⁵² reinforces gendered occupational segregation and contributes to gender pay disparity. Article 24 states that “Women may not be employed in jobs that are not commensurate with the nature of women,”⁵³ and positions deemed appropriate for women are generally of lower status and pay. About one-third of Libyan women work in paid employment,⁵⁴ and women represent about one-

⁴⁷ According to a recent UN Women survey, “51 percent of employed women reported working out of financial necessity.” <https://arabstates.unwomen.org/en/digital-library/publications/2020/04/the-economic-and-social-impact-of-conflict-on-libyan-women>, pages 14 and 32.

⁴⁸ <https://www.al-fanarmedia.org/2020/03/libyan-women-push-for-a-bigger-role-in-rebuilding-their-country/>

⁴⁹ <https://www.opendemocracy.net/en/north-africa-west-asia/libyas-forgotten-half-between-conflict-and-pandemic-women-pay-the-higher-price/>

⁵⁰ <https://www.linkedin.com/pulse/how-covid-19-affects-women-libya-hala-bugaighis/?published=t>

⁵¹ <http://jusoor.ly/COVID19%20impact%20on%20women%20entrepreneurs%20in%20Libya.pdf>

⁵² <https://security-legislation.ly/node/31973>

⁵³ Law No. 12 of 1378 FDP (2010 AD). <https://security-legislation.ly/node/31973>

⁵⁴ <http://datatopics.worldbank.org/gender/country/libya>, <https://tradingeconomics.com/libya/labor-force-total-wb-data.html>, and https://www.theglobaleconomy.com/Libya/Female_labor_force_participation/

quarter of the workforce.⁵⁵ Most employed women are teachers or nurses in government schools and clinics or employed in administrative roles.⁵⁶

Women have limited access to information about their employment rights, in part because of inadequate workplace human resources services in civil service departments. For example, Article 25 of the Labor Law provides for paid maternity leave of 14 weeks, and Article 26 stipulates that employers should provide a childcare facility for working mothers. This issue is more serious in the private sector, where employers do not abide by the rights stipulated in the Labor Law and there is not adequate capacity within the respective government authority to ensure employers' adherence to the laws and regulations. Exacerbating the problem is that women lack information about the law or have no power to address these issues in their workplaces. For example, prohibitions of harassment at the workplace, contained in Article 12 of the Labor Law, provides no information on penalties for violators of the law or where to submit complaints.

Access to Finances and Other Resources for Entrepreneurship

Various factors, as discussed above, have led to an increase in the number of women who started their own businesses or work for others, but they remain a small part of the overall workforce and generally are in lower-status jobs, earning less than men. However, women face several constraints to either starting or expanding their businesses.

First, women entrepreneurs have limited access to available financial resources, such as local venture capital or loans from banks, government schemes, or donor-funded development programs. Access to bank loans, for example, is typically conditioned by ownership of land or property and a guarantor.⁵⁷ Most women in Libya, however, do not own or have control over land or property against which they can obtain bank loans. While women and men have the same rights in land and property ownership, men typically retain control over such assets within a family.⁵⁸ Libyan law gives women and men equal rights to access their inheritance in accordance with *Shariah* law, which defines a daughter's inheritance, for example, as half that of her male siblings. Nevertheless, discriminatory sociocultural values prevent women in some areas of Libya from accessing their inheritance.

The recent Namaa Tamweel⁵⁹ project funded by the United Kingdom's Department for International Development (DFID) aimed to ease the access to finance for micro- and small enterprises, but did not assist many women business owners. According to two informants who received incubation support, Namaa provided a maximum loan of LYD 25,000 to pay for raw materials and equipment available in Libya, but this limited the amount of materials and equipment they could purchase due to the high prices for such goods in Libya. In addition, women found the lending rate to be unattractively high. Women with existing businesses have the willingness to accept financial arrangements based on local venture capital (or "sponsorship"), which is not uncommon for men in Libya.

Second, women face challenges in registering their businesses, which is required for accessing loans from many banks and from the government. The primary barrier is that most women have limited resources to meet the minimum capital requirement or fee of LYD 3,000–5,000 deposited in a bank.⁶⁰ Advocacy groups may be able to seek a reduced fee for businesswomen with limited available resources.

⁵⁵ <https://www.wilsoncenter.org/blog-post/the-way-forward-for-women-libya>

⁵⁶ https://docs.euromedwomen.foundation/files/ermwf-documents/7511_4.6.womeninthelibanjobmarket-realityandchallenges.pdf, pages 19 and 37.

⁵⁷ <http://jusoor.ly/Libyan%20Women%20in%20Business%20AR.pdf>

⁵⁸ <https://spring-forward.unwomen.org/en/countries/libya>

⁵⁹ <https://namaatamweel.ly/en/faq/>

⁶⁰ <http://documents.worldbank.org/curated/en/551011541150622582/pdf/WP-DB2019-PUBLIC-Libya.pdf>, pages 6 and 8.

Third, many women are reportedly prevented by their families from registering their business in their name (or putting their name on a product label). Women who enter in an entrepreneurial role often face family hostility or exploitation in that men in the family take control of the business finances and profits. Additionally, women are socially constrained in purchasing materials directly from male-dominated vendors, requiring a family member to make the purchase for them.

Finally, women lack knowledge and experience in marketing and managing a business. Women's economic empowerment projects funded by international donors, which attempt to address these gaps, are often short-term and focus on business planning and introductory skills rather than the core business skills of marketing, sales, customer services, financial management, etc. In addition, they often lack intensive mentoring and follow-up that have proven successful in other assistance programs. Libya also lacks a qualified pool of experienced entrepreneurs to deliver training in the core areas that are tailored to the local business environment.

Women in Rural Areas

The centralized system in Libya that distributes resources and economic activities more to the major cities creates difficulty to get proper job opportunities for Libyans in rural areas, especially for women who are constrained in their movements by the challenging security situation and conservative cultural norms. The few women who started to work in traditional home-based businesses that can generate income to the household, were unable to expand. The Innovative project,⁶¹ after trying unsuccessfully to address these constraints for women entrepreneurs soon changed to offering them vocational training.⁶²

In agricultural areas, women work in their immediate family or relatives' family farms, but never in those outside the family. In an assessment by the World Food Program,⁶³ women were found to benefit more from agricultural projects if safe access and proper training programs were provided to them.

Access to Identification Documents

The Family Book is an essential collective identification document in Libya that is required to access all services, benefits, and resources in Libya. Libyan women married to foreigners cannot possess a Family Book, and therefore their access to benefits (such as the Financial Family Allowance provided by the Central Bank of Libya to ease the burden of inflation on Libyans) is denied. In contrast, Libyan men who are married to foreigners have full rights and can claim the allowance for their wives. In addition, access to subsidized commodities is also denied to women married to foreigners. However, informants in Benghazi have reported that the Interim Government in the East made an exception for those women and allows them to claim their allocated share of the commodities.

Access to Information

Access to information is an issue for most Libyans,⁶⁴ but women suffer more from lack of information about laws, resources, and services relevant to their lives because their lower levels of status and power inhibit them from communicating with governmental institutions. These limitations are especially true for women of limited income and women in rural areas, who have less access to online resources and services. In recent years, Libyan women have started to use existing social media platforms as a way to advocate for their rights, and for women-owned businesses to promote their products and services, such as food

⁶¹ <https://edition.cnn.com/2018/08/20/africa/libya-yummy-food-delivery-app/index.html>

⁶² Interview with Key Informants from Sabha.

⁶³ <https://reliefweb.int/report/libya/libya-agricultural-livelihood-needs-assessment-report-study-fezzan-region-march-2020>

⁶⁴ <https://freedomhouse.org/country/libya/freedom-net/2019>

catering, interior design, software programming, fashion design,⁶⁵ building instruction, and art.⁶⁶ Giving women more digital tools and knowledge to access information and networks could further enhance their livelihoods, confidence, and status.

Access to Education and Health Services

Key informants described how the deterioration of security—both conflict in the northwest and the spread of small arms, militias, and crime in other regions—further limits women’s mobility and access to resources, including higher education. In Sabha, for example, criminal activities near the university and female student accommodation reportedly deter families from allowing their daughters to attend classes. Women also are generally not permitted to take advantage of educational or other opportunities abroad unless they are accompanied by their husband, father, or brother.

Due to COVID-19, all educational institutions have been temporarily closed. As an alternative, the Minister of Education, in partnership with UNICEF, has started a platform for distance learning. However, because many young women are often engaged in household activities and have less access to the internet, they are unable to participate in distance learning. Another issue is that mothers who are in large part responsible for children’s education have less digital literacy, and without guidance or support, are challenged to avail their children of distance learning.

Health infrastructure is poor in Libya, and women’s access to reproductive and other health care is limited, especially among vulnerable women and in conflict areas. As of June 12, Libya had recorded in 2020 “the highest number of attacks on health facilities of any country in the world.”⁶⁷ In April, UNOCHA calculated that “a total of 27 health facilities have been damaged due to their proximity to military clashes, including 14 that have been closed and another 23 which are at risk of closure due to the shifting lines of conflict.”⁶⁸ In Misrata, the medical center’s capacity is reportedly stretched due to the overwhelming number of conflict-related injuries they receive. The south has a limited number of health facilities, forcing women to travel long distances to access health services for themselves and their children.⁶⁹

5.4.3. Best Practices and Success Stories

Donor Investments in Women-Led Enterprises, Including Home-Based Businesses

Several donor-funded programs have supported women entrepreneurs, such as the USAID Libya Economic Empowerment (LEE)⁷⁰ implemented by Mennonite Economic Development Associates (MEDA) and initiatives funded by the European Union (EU), DFID, the Netherlands Ministry of Foreign Affairs,⁷¹ *Gesellschaft für Internationale Zusammenarbeit* (GIZ), and others.⁷² However, such programs provide training but offer little long-term mentoring and coaching, which has proven to improve the likelihood that women will apply the learning in their business.

⁶⁵ Almost 200 projects are presented on the Libyan Business Women Directory platform <https://lbwd.ly/wbd/>

⁶⁶ For example, Facebook page *Warini Shughlic* (“Show me your work”) promotes the skills of local women and men: <https://www.facebook.com/groups/181715849596663>

⁶⁷ <https://reliefweb.int/report/libya/libya-covid-19-cases-double-14-days-violence-increases-exacerbating-existing-threats>

⁶⁸ <https://reliefweb.int/report/libya/libya-attack-al-khadra-general-hospital-tripoli-un-ocha-echo-daily-flash-07-april-2020>.

⁶⁹ <https://www.thenewhumanitarian.org/news-feature/2020/06/10/Libya-war-coronavirus-hospital-doctors>

⁷⁰ The program name was originally Libya Women’s Economic Empowerment (LWEE); when youth were added to the program plan, the name was changed to LEE.

⁷¹ <https://spark.ngo/programme/local-employment-in-africa-for-development-lead/>

⁷² See, for example, <https://www.streamers.ly/en/>.

A few women-led Libyan enterprises have been highly successful and serve as examples for others to follow. One such example is She Codes,⁷³ which has received support from the EU, among others. Another example is the food delivery app called Yummy.⁷⁴ A collaborative effort of the World Food Program (WFP), United States Institute of Peace (USIP), and United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) is researching the potential to support women's micro-enterprises in the agriculture sector.⁷⁵

Job Creation for Women

The USAID Libya Economic Stabilization Program (LESP) had an employment generation component and included a focus on women, as did USAID/LEE, which ended in 2020. The USAID Libya Public Financial Management (LPFM) program, a follow-on to USAID/LESP, does not include job creation, job training, or specific focus on women.

Women's Digital Literacy and Online Access

The EU has funded an online business school called the Libyan School of Entrepreneurship,⁷⁶ which enables Libyan women who cannot attend classes in person to access educational resources and certifications. However, challenges for women to access the internet and their relatively low levels digital literacy limits the number of women who can avail themselves of the program.

A few projects aim to build the capacity of school teachers in English language and information technology skills. Key informants mentioned the *Fahmni* ("Explain to Me") project, which trained Libyan teachers to teach online, and the International House English for Libyan Teachers project, which provided English language training.

5.5. Physical Safety and Security

The analysis under this domain relates to military conflict and peacebuilding efforts. Issues related to GBV, including conflict-related GBV, are addressed in the next domain.

5.5.1. Major Changes since August 2018

Conflict

The resumption of conflict in 2019 has had a devastating impact on women and girls. They constitute 51 percent of internally displaced populations,⁷⁷ causing severe psychological pressure, risk of violence, and financial hardships, but have very limited access to resources and support. In the southern region, the fragile security situation involves tension between ethnic groups and tribes, and the political vacuum has increased the rate of criminal violence, further limiting women's movement.⁷⁸ The eastern region is under growing influence and power of Ultra Salafi extremist armed militias, which are allies of the LNA, creating a different form of threat to women's security and well-being.

Peace and Stabilization Efforts

Women have been mostly marginalized in peace and stabilization processes at the national and community levels. Women were not included in the Libyan delegations that attended the Berlin Conference in January 2020; in the political track organized by UNSMIL, the Libyan House of Representatives and State Council

⁷³ <https://shecodes.ly/> See also <https://www.ly.undp.org/content/libya/en/home/stories/Breaking-outlines-Entrepreneur-women-technology-sector.html>

⁷⁴ <https://www.wellandgood.com/good-food/yummy-app-libya-gender-equality/>

⁷⁵ Key Informant Interviews with each partner in the collaboration.

⁷⁶ <https://www.libya-businessnews.com/tag/online-libyan-business-school-libus/>

⁷⁷ <https://dtm.iom.int/reports/libya-%E2%80%94-idp-returnee-report-round-29-jan-feb-2020>

⁷⁸ <https://chathamhouse.shorthandstories.com/how-women-are-dealing-with-libya-s-ever-present-armed-groups/#group-Key-Findings-AfiuVCNwK>

all refused to nominate women to their delegations. UNSMIL added women from both political entities on the independent lists to fill in the gap. Because women do not play an active role in the military conflict, they were not invited to attend the security-focused “5+5 track” organized by UNSMIL.

5.5.2. Constraints and Opportunities

More Restricted Mobility due to Conflict

One consequence of the ongoing conflict and political division is an absence of centralized military and police authority in the country. The resulting instability has led to further restrictions on women’s mobility. As noted by UN Women in 2020, “Women are approximately four times more likely than men to have never left their homes, to have never travelled between cities or neighborhoods alone, and approximately three times more likely to have never travelled outside of Libya alone.”⁷⁹

Many Libyan key informants reported that they do not feel safe in certain areas in Tripoli or in areas far from where they live. Even when the shelling of Tripoli stops, landmines left in streets and homes in urban conflict areas have caused deaths and severe injuries to medical staff and civilians.⁸⁰ In addition, many incidents have been reported of hostile treatment from armed groups in front of banks, for example, and at checkpoints. Young women have reported that armed men offer to facilitate services in exchange for the women’s phone numbers or accompanying them to a café.⁸¹

Localized conflict in the south is rooted in ethnic clashes and division.⁸² Women’s movement is limited for fear of kidnapping or rape. The political vacuum and instability have empowered rigid tribal systems, which practice strict paternalism over women, who represent each tribe’s honor. Nonetheless, women’s experiences in the south varies; women from non-Arab tribes enjoy some freedom compared with women from Arab tribes. According to USIP in 2017, for example, “Tuareq women enjoy a degree of status and power not commonly seen in the region, especially in Islamic societies.”⁸³

Religious Extremism in the East

In the east, Jihadi Islamists have gained considerable influence; Madkhali Salafis’⁸⁴ alliance with the LNA enabled them to gain ground and gave them greater power in public life and influence over security forces.⁸⁵ Known for their hostility toward women’s rights and freedoms, Madkhalis seek the reconstruction of a moral order through their control of religious and security institutions and campaigns of intimidation.⁸⁶ An LNA order banning women under the age of 60 from traveling without a chaperone may be linked to the Madkhalis’ influence in the east. In early 2019, the eastern government also approved a request to establish some Salafi religious training centers.⁸⁷ Liberals in Benghazi have been concerned

⁷⁹ <https://arabstates.unwomen.org/en/digital-library/publications/2020/04/the-economic-and-social-impact-of-conflict-on-libyan-women>, page 53.

⁸⁰ <https://reliefweb.int/report/libya/libya-covid-19-cases-double-14-days-violence-increases-exacerbating-existing-threats>

⁸¹ <https://chathamhouse.shorthandstories.com/how-women-are-dealing-with-libya-s-ever-present-armed-groups/#group-Security-and-Mobility-LXqguVWxUbB>

⁸² <https://www.criticalthreats.org/wp-content/uploads/2017/11/A-Strategy-for-Success-in-Libya.pdf>, page 46.

⁸³ <https://www.usip.org/sites/default/files/2017-12/sr416-matriarchal-and-tribal-identity-community-resilience-and-vulnerability-in-south-libya.pdf>, page 11.

⁸⁴ Followers of Saudi Sheikh Rabee al-Madkhali, who adhere to an ultraconservative ideology advocating withdrawal from political affairs. <https://www.crisisgroup.org/middle-east-north-africa/north-africa/libya/addressing-rise-libyas-madkhali-salafis>, page 3 (hereafter Crisis Group 2019).

⁸⁵ Crisis Group 2019, page 14, and https://carnegieendowment.org/files/WehreyBoukhars_Chapter%206.pdf, page 123.

⁸⁶ Crisis Group 2019, pages ii, iii, 9, 23 and 26.

⁸⁷ Crisis Group 2019, page 27.

about the growth of the Madkhalis' power.⁸⁸ The growing influence of such an extremist ideology is a significant threat to women and women-led organizations in the eastern region.

The increased influence of Madkhalis has spread to different parts of the country as noted by Crisis Group in 2019, which reported that “Madkhali Salafism is a growing phenomenon in Libya, one which is substantially shaping its security, religious and social spheres. The presence of Madkhalis in armed groups with varying degrees of legitimacy across the country has enabled them to pursue an ultra-conservative agenda aimed at transforming society.”⁸⁹

Marginalization in Peacebuilding Efforts

Although women are uniquely and disproportionately impacted by war, women have been mostly excluded from Libyan peace and stabilization processes and formal peace talks. Participation has been almost exclusively reserved for tribal leaders and elder men. Some women have attempted to contribute to mediation efforts by providing food to a besieged area or negotiating to release captured prisoners, but these efforts were made informally and never led to a woman securing a seat at the table for peace talks.

Although women participated in the Libya Political Agreement (LPA) process of 2015, their input was minimal and marginalized. Therefore, LPA lacks a gender focus, does not include provision for women affected by the conflict, and does not nominate any women as members in the presidential council.⁹⁰ If the political track resumes or there are any other future peace talks, it will be essential not to exclude women from participation and to ensure that the peace agenda prioritizes gender issues.⁹¹

Civil society organizations have contributed to raising public awareness about the importance of inclusion of women in peacebuilding and in conflict mitigation and negotiation. However, these efforts have typically been relatively short-term and superficial. Such initiatives need a longer-term and more in-depth approach to educate men and women in communities about the importance of having inclusive peacebuilding processes which are more effective and sustainable.

5.5.3. Best Practices and Success Stories

Community-Based Peace-Building Initiatives

Women are sometimes more able to find common ground in community-based peace initiatives, in part because they are not as politicized by ethnic or political divisions as men. USIP notes that this is a traditional role for women in some Libyan tribes, perhaps particularly in the south, and has documented several successful examples.⁹² USIP also has worked with youth from disparate regions in the country, engaging them in research and community dialogue, and providing training on conflict resolution method, and techniques for using videos and cell phone apps to promote peace. Participants in a recent project were facilitated to design local peace initiatives for their communities.⁹³

USAID's Private Sector Engagement for Stabilization (PSES) piloted small community-based economic empowerment and peacebuilding initiatives with women, according to a representative of Development Alternatives International (DAI), which could be studied further. The United Nations Development Program (UNDP) designed a similar pilot project as part of the Stabilization Fund for Libya (SFL) to use economic empowerment for women as an entry point to facilitate dialogue about conflict reduction and mediation in their communities. However, the project did not receive internal approval.

⁸⁸ https://carnegieendowment.org/files/WehreyBoukhars_Chapter%206.pdf, page 133.

⁸⁹ Crisis Group 2019, page 32.

⁹⁰ <https://unsmil.unmissions.org/sites/default/files/Libyan%20Political%20Agreement%20-%20ENG%20.pdf>

⁹¹ <https://www.atlanticcouncil.org/blogs/menasource/how-the-exclusion-of-women-has-cost-libya/>

⁹² <https://www.usip.org/publications/2019/10/help-end-war-call-libyas-women-negotiators>

⁹³ <https://www.usip.org/publications/2018/05/libya-hope-springs-youth-and-local-communities>

Need for Coalition-Building and Coordination

Women have been active in advocating for peace by initiating many public campaigns, such as the “You Are Missing the Full Picture”⁹⁴ campaign that resulted in the inclusion of Libyan women in the Palermo conference in 2018.⁹⁵ Another campaign by the Libyan Women for Peace Platform was titled “Women Peace Mediators.”⁹⁶ These efforts need better coordination and assistance to strengthen coalitions in order to unify women’s voices to advocate for inclusive peace talks and stabilization processes.

Part of the agenda of UN Women is the implementation of UN Security Council Resolution 1325 related to women’s participation at every level in the full range of peace efforts⁹⁷ through support for civil society campaigns and high-level UN advocacy. The Libyan Women’s Network for Peacebuilding, created with support from UN Women in July 2019, is currently coordinating COVID-19 prevention efforts.⁹⁸

5.6. Gender-Based Violence

Gender-based violence includes “any harmful act that is perpetrated against a person’s will and that is based on socially ascribed (i.e., gender) differences between males and females. It includes acts that inflict physical, sexual or mental harm or suffering, threats of such acts, coercion, and other deprivations of liberty. These acts can occur in public or in private.”⁹⁹ This section includes analysis of GBV in the public and private spheres, including GBV related to the ongoing conflict.

5.6.1. Major Changes since August 2018

In addition to the socioeconomic consequences of the resumption of conflict in 2019, women and girls also have faced various forms of conflict-related violence and have been used as a weapon of war. The conflict and political division put them at greater risk of sexual violence, abduction, and arbitrary detention. As noted by UNSMIL in a 2019 Report of the Secretary-General:¹⁰⁰

Women and girls were arbitrarily detained, at times on the basis of their family affiliation or for ‘moral crimes,’ such as engaging in consensual sexual relations outside of marriage. Women were arbitrarily deprived of their liberty, including in facilities without female guards, exposing them to the risk of sexual abuse.... Migrant women and girls were particularly vulnerable to rape and other sexual violence and exploitation at the hands of State and non-State actors.

Sex-disaggregated data regarding conflict-related violence in Libya is not readily available from UNOCHA or other sources. However, on June 19, 2020, the International Day for the Elimination of Sexual Violence in Conflict, UNSMIL announced that “To ensure better documentation of Conflict-Related Sexual Violence, the UN will lead the creation of Monitoring, Analysis and Reporting Arrangements on conflict-related sexual violence (MARA) in Libya in line with para. 8 of Security Council Resolution 1960 (2010).”¹⁰¹

Based on anecdotal evidence, the wave of displacement in Tripoli has affected women significantly. For example, women who stayed in shelters and schools were locked in the space assigned to them to avoid mingling with men in the shelters. As a result, they were disconnected from social and family support networks and they had limited access to any services. In the recent attack on Tripoli by armed forces

⁹⁴ <https://togetherwebuildit.org/you-are-missing-the-full-picture-campaign/>

⁹⁵ <https://theglobalobservatory.org/2018/12/libya-talks-embody-missing-participation-women-peace-processes/> and <https://togetherwebuildit.org/portfolio/libyan-women-coalition/> and <https://www.addresslibya.co/en/archives/36008>

⁹⁶ <https://lwpp.org/news/details/115/>

⁹⁷ <https://www.unwomen.org/en/docs/2000/10/un-security-council-resolution-1325>

⁹⁸ <https://www.unwomen.org/en/news/stories/2020/6/feature-women-peacebuilders-lead-covid-19-prevention-efforts-across-libya>

⁹⁹ <https://wash.unhcr.org/download/how-to-support-survivors-of-gbv-when-a-gbv-actor-is-not-available/>

¹⁰⁰ https://unsmil.unmissions.org/sites/default/files/sg_report_on_unsmil_s_2019_19e.pdf, paragraph 39.

¹⁰¹ <https://reliefweb.int/report/libya/un-libya-statement-international-day-elimination-sexual-violence-conflict-zones>

belonging to the LNA, a few women reportedly disappeared as part of a dispute between their family and the leaders of the brigade controlling the city. There were conflicting reports about their status, and they are still missing. A male member of the women’s family shared a video on social media threatening that he will have no mercy on women in Tarhuna in order to take revenge for his family honor.

In the south, the fragile security situation also has increased the risk of GBV by armed militias or criminals. Families reportedly restrict their female members’ movement and activities more than they did previously. In addition, women from different ethnic groups have encountered sexual violence because of their ethnicities, as reported in an activist’s statement at the United Nations.¹⁰²

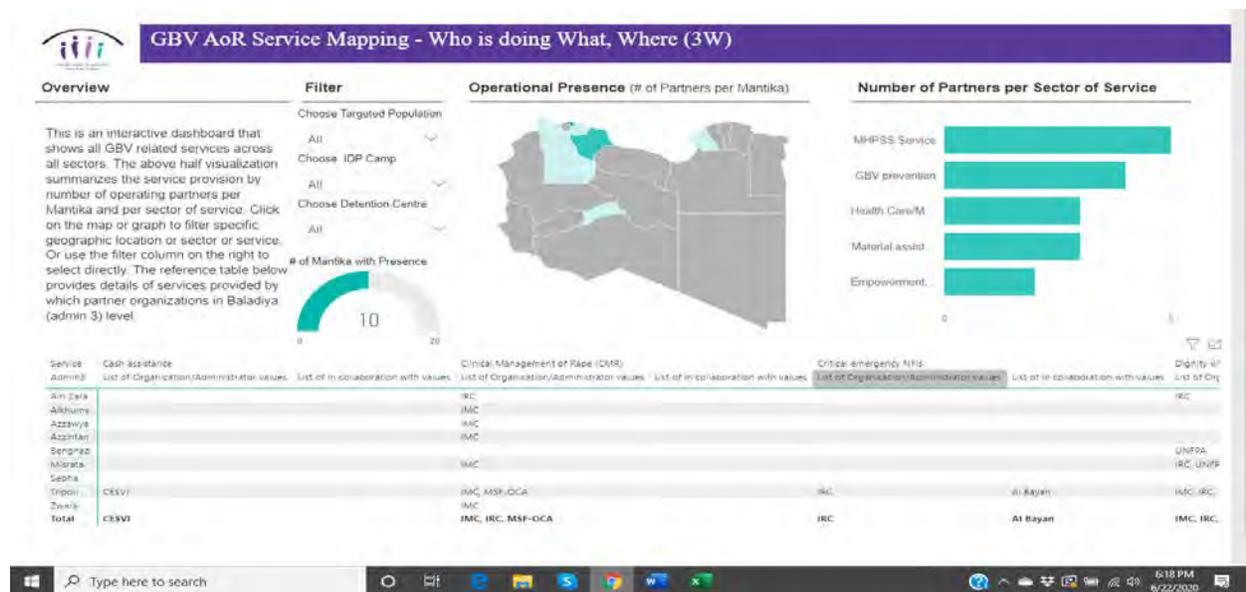
Lockdown measures in response to COVID-19 also mean that women are confined to their homes with male members of their family under very stressful circumstances, and potentially face increased risk of domestic violence and less availability of support services. In the East, informants reported that it has become more difficult for women to seek assistance at GBV support centers or to access other services due to the lockdown. It is also more difficult for women to visit their female family members in other households to access support and consult with trusted persons. In addition, courts and law firms are closed, which creates a barrier for women who wish to file for divorce to leave a violent home.

5.6.2. Constraints and Opportunities

Lack of GBV Data and Information

There is no reliable information or data available for Libya related to GBV prevalence, incidence, risk factors, and access to local services. However, the GBV Working Group for Libya maintains an interactive dashboard, as shown in Figure 2, summarizing the GBV-related work of a dozen international organizations geographically and in terms of services provided. The working group’s most recent situational update, covering the period January–September 2019, includes a clear summary analysis and recommendations.¹⁰³

Figure 2: Dashboard of International Organizations’ GBV-Related Work in Libya¹⁰⁴



¹⁰² https://www.peacewomen.org/sites/default/files/NGOWG_UNSC_OpenDebate_Statement_Miloud_04-2019_EN.pdf

¹⁰³ https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/jan-sept_updates_eng_web.pdf

¹⁰⁴ <https://www.humanitarianresponse.info/en/operations/libya/gender-based-violence-working-group>

Insufficient Services

Most hospitals don't have proper clinical management of rape victims and lack a referral system that can assist the survivors to access various services such as hospitals, psychological support, governmental aids, legal support, etc. Hospital emergency rooms do not have rape survivors' kits, and hospitals are not equipped with a section for females who survived sexual violence of any kind. In addition, there are no affordable mental health institutions that provide assistance for women who survived sexual violence in Libya. Police forces are not trained to deal with victims of violence and most police stations do not have policewomen or social workers to handle these cases, and the absence of shelters and protection services remain the main issue facing any attempts to tackle this problem.

Lack of Legal and Institutional Framework

The Libyan law lacks specific provisions that cover the different forms of violence against women, as described in detail in the 2018 Gender Analysis. The dysfunction of the legislative bodies also limits prospects for legal reform in this area. Newly established bodies like Women Empowerment Units do not address GBV, including sexual harassment, because of the sensitivity of the issues. The attempt to maintain a GBV-focused police unit in the east was unsuccessful, and the unit was dissolved.

Cultural Resistance

To some extent, domestic violence is socially accepted when perpetrated by fathers or brothers. It is less accepted by husbands, but the increase of extreme ideologies has contributed to increased acceptance of husband-perpetrated domestic violence under the banner of discipline and moral guidance, which has further prevented women from reporting and seeking support. Women who report domestic violence are often stigmatized and abandoned by their families, and societal acceptance of domestic violence prevents women from getting support. Hospital staff lack GBV awareness; the law obligates doctors to report any domestic violence cases,¹⁰⁵ but they see it as a private matter and do not interfere.¹⁰⁶

Silencing Defenders Voices: Cyber Violence and Sexual Harassment

The general lack of rule of law and security in the country also has increased cases of verbal and physical sexual harassment, including cyber harassment and bullying.¹⁰⁷ As Democracy Reporting International (DRI) concluded after 11 months of social media monitoring, "Female social media users are vulnerable in online public fora and participate less in online discourse. . . . [Women] who engage online often face abuse, highlighting why many choose to stay away. Anecdotal evidence suggests that many women choose not to self-identify . . . or prefer to engage solely in private and female-only online spaces."¹⁰⁸

Women in decision-making positions also face serious threats and violence. Siham Sergiwa, a member of the House of Representatives critical of the LNA's offensive on Tripoli, was abducted by armed gunmen from her home in Benghazi.¹⁰⁹ Amnesty International has noted, "Women who spoke out against corruption or the violent actions of militias or the LNA were subjected to threats, abduction and gender-based violence, gender-related slurs by militias and smear campaigns on social media, including allegations of adultery and engaging in sex work."¹¹⁰ Many informants stated that they avoid working on violence cases without adequate protection from the government. Some of them specifically mentioned the increase in ideological armed groups who reject the concept of women's rights.

¹⁰⁵ [1953 Code of Criminal Procedure](#), Article 16 Notification Duties of Public Employees and the Like.

¹⁰⁶ Multiple Key Informant Interviews.

¹⁰⁷ <https://www.amnesty.org/download/Documents/MDE1986572018ENGLISH.pdf>

¹⁰⁸ <https://democracy-reporting.org/libya-social-media-report/main-findings/>

¹⁰⁹ <https://www.amnesty.org/en/latest/news/2019/08/libya-fears-mount-for-abducted-woman-politician-a-month-since-she-went-missing/>. Also see <https://insidearabia.com/abducted-libyan-mp-activist-siham-sergiwa-still-missing/>

¹¹⁰ <https://www.amnesty.org/download/Documents/MDE0113572020ENGLISH.PDF>, pages 43-46.

Under Libyan law, the definition of sexual harassment does not cover educational establishments, sporting establishments, public places, cyber harassment, or cyber stalking.¹¹¹ Article 12 of the Labor Relations Law prohibits employees from performing or inciting acts of sexual harassment. Sexual harassment also is prevalent in public transport, but women rarely report it to the police for fear of being accused of provoking the harassment. Low-income women rely on public transport to access education and employment opportunities and reportedly face daily intimidation and harassment.

5.7.3. Best Practices and Success Stories

Coordination among Donors and Implementers

The European Union Border Assistance Mission in Libya (EUBAM) hosts regular coordination meetings among dozens of implementing partners and donors on gender-responsive rule of law, justice, and security issues. The GBV working group, described above, is another useful coordination mechanism enabling implementers to learn from each other, avoid duplication, and identify synergies. In April 2020, the United States Department of State Bureau of Democracy, Rights and Labor (U.S. DRL) advertised new funding related to GBV in Libya that will create another opportunity for collaboration.

Media and Awareness Campaigns

Despite the ongoing war and conflict, NGOs, both in Libya and in exile, remain active advocates for gender equality, reflected in online activities and campaigns to end GBV. For example, the Feminists of Libya Facebook page initiated several gender-awareness campaigns, including to raise women's awareness of GBV. Most recently, they started a campaign to highlight conflict-related violence women face and a campaign of solidarity with women in Tarhuna. However, more needs to be done to further educate the public about the prevalence of GBV and the threat it poses to women.

Psychological Support Hotline

The United Nations Population Fund (UNFPA), in partnership with the Ministry of Social Affairs and its Psychosocial Support Team, launched the first psychosocial hotline in Libya with the free number 1417.¹¹² The hotline's special number does not expose the caller identification or phone number and ensures callers' privacy. Amica, a German foundation,¹¹³ also established a hotline to support victims of violence, but they received very few calls because they used mobile phones rather than designated numbers, so callers' identities were not protected.

Enhancing Police Capacities

A Domestic Violence Police Unit exists in the West but is under-resourced and needs more capacity-building and guidance.¹¹⁴ In the East, a women's police unit was dissolved for misconduct¹¹⁵ and no efforts have been made to reestablish it. UNSMIL and UNDP launched a project with the Ministry of Interior to build the capacity of women police officers. The women affairs unit and human rights unit established recently in the Ministry of Interior may help with the inclusion of more women in the security sector.

Safe Spaces

¹¹¹ [Article \(420\)bis Libyan Criminal Code](#)

¹¹² <https://libya.unfpa.org/en/news/launch-first-psychosocial-hotline-libya-statement-unfpa-libya-representative-ms-b%C3%A9rang%C3%A8re-b%C3%B6ell> See also https://ly.ambafrance.org/IMG/pdf/16_days_of_activism_-_libya_2019_report.pdf.

¹¹³ <https://www.amica-ev.org/en/frontpage-amica-ev/>

¹¹⁴ Key Informant Interview, May 18, 2020.

¹¹⁵ <https://www.libyaobserver.ly/news/benghazi-security-directorate-shuts-down-womens-police-station>

The Amica Foundation has worked successfully for years providing support to women in Tripoli and Benghazi through their implementing partners.¹¹⁶ The safe spaces they fund for women work under the umbrella of vocational training programs and women entrepreneurship projects, and also provide psychological support, social care support, and legal aid services.

6. RECOMMENDATIONS

The following recommendations are intended to inform future USAID programming to promote gender equality and female empowerment. Priority recommendations are presented by domains of gender analysis, followed by general, cross-cutting recommendations. Where appropriate, relevant USAID sectors are identified, namely DG, EG, and Stabilization.

6.1. Recommendations by Domain and Sector

Laws, Policies, Regulations, and Institutional Practices

- Support civil society efforts to strengthen and sustain coalitions, draft legislation and policy, develop strategic advocacy toolkits and training, and conduct coordinated public advocacy and awareness-raising campaigns. (DG)
- Host a working group among the many donors and implementers working with civil society organizations, with a special focus on gender-related initiatives. (DG)
- Leverage the vitality of female and male justice sector stakeholders (judges, law professors, etc.), who are mostly non-politicized, for women's access to justice ("gender justice") programming. Build the capacity of government public defenders, who are mostly women. (DG)

Cultural Norms and Beliefs / Roles, Responsibilities, and Time Use

- Conduct a gender-focused review of the civics curriculum developed by the USAID Libya Elections and Legislative Strengthening program (LELSA) with the Ministry of Education to ensure that it counters gender stereotypes and addresses gender-based violence (GBV). Adapt parts of the curriculum for use by civil society groups in community awareness-raising activities. (DG)
- Fund media campaigns depicting women and girls in nontraditional roles. Inspire journalists to avoid gender stereotypes and cover issues of concern to women and girls through hands-on media training and journalism awards. In the COVID-19 context, highlight men and women in families working together to share household burdens, resolve family problems, and stay healthy. (DG)
- Use community-based economic empowerment activities for women as an entry point to address cultural norms indirectly and lessen potential for resistance or backlash. (EG)

Patterns of Power and Decision-Making

- Build the capacity of male and female municipal councilors to conduct public consultations with women, to incorporate the needs of women and girls in all municipal planning (not just social services), and to develop gender-responsive local budgets. (DG and EG)
- Condition USAID Local Governance and Civil Society (LGCS) grants to municipalities on engagement with community women to get their input on diverse themes. Engage women-led civil society groups in health and education service delivery, coordinating with municipalities. (DG)

¹¹⁶ <https://www.amica-ev.org/libyen/> and <https://www.theguardian.com/global-development-professionals-network/2013/jun/07/confronting-rape-post-war-libya>

- Foster women’s civic participation through long-term, community-based approaches, including for mobilizing female electoral candidates long before the next elections. Support strategic advocacy for more effective female representation at every level. (DG)

Access to and Control over Assets and Resources

- Support women-led enterprises—including home-based, agricultural, and nontraditional micro- and small businesses—with long-term mentoring, consistent follow-up, and user-friendly online tools and peer learning mechanisms. Consider innovative examples of successful women’s enterprises in other countries focused on women’s transportation, health care advice, and online educational content. Work with government and banks to enhance financing opportunities for women’s enterprises. (EG)
- Invest in private sector job creation for women. Work with government and civil society advocates to foster gender-sensitive human resources laws and policies to protect women’s rights and expand their opportunities in public and private employment. (EG and DG)
- In the long-term, support civil society legislative drafting and advocacy campaigns related to women’s access to and control over property ownership, inheritance, banking, business registration, and individual or family identification documents. (DG and EG)

Physical Safety and Security

- Support advocacy for inclusion of diverse and outspoken women in national and international peace processes. (DG and Stabilization)
- Invest in women’s collective community-based peace initiatives, including women-led informal conflict resolution approaches that are traditional in some communities, particularly in the south. Involve young women and men in mixed events and activities focused on conflict mitigation, working through respected local civil society and educational institutions. (Stabilization)

GBV

- Incorporate a GBV focus into justice sector programming (DG), media campaigns (DG), the new civics curriculum (DG), and conflict-resolution initiatives (Stabilization), as mentioned above.
- Ensure that any USAID-funded GBV programming is implemented in coordination with the existing gender-responsive rule of law, justice and security group, the GBV working group, and the new United States Department of State Bureau of Democracy, Rights, and Labor program.

6.2. General (Cross-cutting) Recommendations

- For all USAID solicitations and programs, require gender-specific indicators (ADS 205.3.9.2), gender action plans (ADS 205.3.6-7), and gender-disaggregated reporting data (ADS 205.3.8).
- Use all interactions with government entities, civil society, and other stakeholders to increase gender-focused research and technical capacities to gather and use sex-disaggregated data.
- Engage men and boys in all efforts toward gender equality and female empowerment—as allies, “champions,” spokespeople, family members, training participants, and target audiences.
- Avoid segregated events whenever possible to normalize interactions among women/men and foster male allies/champions.
- Organize parallel training/awareness-raising activities for mahram (male chaperones) to enable women’s participation in events and to encourage male allies and champions.
- Include youth (young girls/women and boys/men) in all programming sectors as much as possible.

- Support women’s online networking and learning opportunities, including funding internet connections and investing in women’s digital literacy and cyber-security.
- Adopt procedures (such as public procurement quotas) to prioritize women and their businesses as vendors for USAID-funded programs.
- Ensure that USAID and its IPs participate actively in gender-focused coordination efforts to share learning, avoid duplication, and ensure complementarity.
- Foster communities of practice among Libyan women. Seek out regional best-practice examples and link women in the region as peers and mentors.

ANNEX I: SCOPE OF WORK

USAID/Libya Gender Analysis Scope of Work February 3, 2020

PURPOSE

The *Libya Program Plan (LPP), 2018–2020* is USAID/Libya’s strategic framework for its assistance program in Libya and is used to guide its program planning and implementation. As the LPP ends this year, USAID/Libya is embarking on the development of a new strategic framework to follow the LPP. As part of this process, USAID/Libya seeks to update its August 2018 Gender Analysis to ensure that it reflects the most recent macro- and sector-level opportunities, challenges, and constraints in the Libyan operating environment. Since the gender analysis was completed, significant geopolitical and socioeconomic changes in Libya due to the ongoing conflict necessitate a review of that analysis. Findings and recommendations from the updated gender analysis described in this Statement of Work will guide the integration of gender equality and female empowerment principles into the new strategy, including incorporating these principles into activity design, implementation, and Collaborating, Learning, and Adapting.

The key stakeholder and the primary audience for the analysis is USAID/Libya. Secondary stakeholders include USAID implementing partners, other USAID operating units, and other donors.

OBJECTIVES

Specifically, the Mission seeks to do the following:

- Update and revalidate USAID/Libya’s 2018 Gender Analysis findings and recommendations.
- Identify how the continued conflict has resulted in new constraints and opportunities for female empowerment and gender equality, including what these constraints and opportunities are by sector, geographic region, and the scope of their impact.
- Identify female empowerment best practices and/or success stories from development interventions in Libya, which could be replicated and/or expanded by USAID/Libya in its programming.

COUNTRY BACKGROUND

Libya’s 2011 revolution set into motion a series of events that toppled the existing regime and led to the current period of civil strife, with rival factions vying for control of the country and its oil wealth. The Government of National Accord (GNA) is recognized by the international community as Libya’s legitimate government. The GNA faces opposition from a rival government based in eastern Libya as well as from various militias. In the Eastern part of the country, Colonel Khalifa Haftar has established the Libyan National Army (LNA), which, since April 2019, has been fighting to take over Tripoli. In addition, several countries have been supporting different parties to the conflict and providing them with weapons and other support during the ongoing war. The conflict has resulted in many deaths and internally displaced people.

The situation on the ground is fluid and ever-evolving. There have been many attempts by international actors and the UN to initiate dialogue and bring different parties together to reach an agreement, but so far none of the attempts have been fruitful.

USAID/Libya’s 2018 Gender Analysis concluded that the post-revolution period in Libya has markedly excluded women and hampered the country’s advance toward gender equality. The lack of development of inclusive governance institutions and platforms that can bridge the cleavages within the Libyan society has proven detrimental toward a successful transition, as a majority of the population remains marginalized. Women and minorities maintain limited political and economic influence, suggesting that issues of inequality and inequity are deeply rooted in rigid social norms.

USAID/LIBYA BACKGROUND

USAID’s program approach in Libya, as codified in the LPP, focuses on advancing stability and self-reliance by partnering with government institutions, civil society, the private sector, and other actors essential to Libya’s near-term stability and long-term development. The LPP is structured around the following three objectives: Objective 1: *Improve the accountability of governance institutions and their alignment with citizen interests*; Objective 2: *Increase opportunities for licit economic growth and participation*; and Objective 3: *Enhance the ability of communities to address drivers of instability and conflict*. Corollary objectives include strengthening representative political processes, improving the business enabling environment, broadening employment opportunities, and enhancing the government’s capacity to deliver essential services.

METHODOLOGY

The Contractor must review, update and/or validate the findings of the USAID/Libya’s internally produced 2018 gender analysis. Update and validation must be in compliance with ADS 205, the USAID Journey to Self-Reliance (and related metrics), the 2018 Women’s Entrepreneurship and Economic Empowerment Act, and the USAID 2019 Policy Framework. Updates must specifically focus on the following:

- I. Reviewing and revalidating the findings and recommendations of the 2018 Gender Analysis. This includes through a desk-based literature review, key informant interviews (in person or via remote technology), focus group discussions (if appropriate given current security constraints), and meetings with a wide variety of interlocutors, including but not limited to those who are aware of the local context who can provide unpublished information and insight. Furthermore, meetings should also be held with relevant USAID/Libya and D.C. staff; USAID/Libya implementing partners (as recommended by USAID); key donors; civil society organizations; local academic institutions; think tanks; beneficiaries (current and prior as appropriate); and government officials at the national and sub-national levels.

The focus of the literature/document review should be on documents primarily published after August 2018 to identify new opportunities and challenges to promoting gender equality and female empowerment that were not identified in the 2018 Gender Analysis report. The documents will include but not be limited to studies; assessments; surveys; national- and sector-level gender analyses conducted by donors and non-governmental organizations (NGOs); implementing partners’ annual reports and situation analyses; sector assessments; evaluations; pertinent laws enacted after August 2018; regional or sectoral gender analyses and reports by the UN and regional intergovernmental organizations; and implementing partner reports.

In doing the literature/document review, the Contractor should search documents, surveys, assessments, etc. using keywords including but not limited to “gender,” “gender-based violence,” “violence against women,” “Libya,” “policy,” “strategy,” “equality,” “threats to safety for men and boys,” “threats to education and employment for men and boys,” “new technologies for women,” “changed cultural practices for women,” “freedom of movement for women and men,” “female heads of households,” “gender role changes,” and “gender dynamics.” All documents shared by USAID will be reviewed, as will current (2019/2020) documents shared across humanitarian aid sites, including UNOCHA, Humanitarian Response, ReliefWeb, etc.

2. Based on research and interviews undertaken, identify how the continued conflict has resulted in new constraints or opportunities for female empowerment and gender equality, including what these constraints and opportunities are by sector, geographic region, and scope of impact. The opportunities and challenges will be identified based on five domains listed in ADS 205.3.2, in addition to two domains related to GBV and the specific context in Libya, namely:
 - a. Laws, Policies, Regulations, and Institutional Practices
 - b. Cultural Norms and Beliefs
 - c. Gender Roles, Responsibilities, and Time Use
 - d. Access to and Control Over Assets and Resources
 - e. Patterns of Power and Decision-making
 - f. Physical Safety and Security, including Gender-Based Violence (GBV)
 - g. GBV Prevalence, Incidence, Risk Factors, and Access to Services

The analysis should cut across sectors, including democracy and governance, economic participation and growth, service delivery, and engagement of women in stabilization programming and other programmatic efforts to address and mitigate drivers of instability and conflict. The report and its findings should be actionable for USAID technical experts who are designing strategies and programming for the mission.

3. Identify female empowerment best practices and/or success stories from development interventions in Libya that could be replicated and/or expanded by USAID/Libya in its programming.

The gender analysis must provide, to the extent feasible, descriptive statistics on men and women, and country- and sector-level quantitative and qualitative data on the key gender gaps in each of the domains described above. In the event that quantitative data is not available, other supporting evidence must be provided to support the findings, conclusions, and recommendations in the assessment.

PERIOD OF PERFORMANCE

The period of performance is approximately 10 weeks starting the third week of February 2020.

TEAM COMPOSITION

The Contractor must identify a team of two to three members, including one international consultant and at least one Libyan national consultant (based in Libya or with the ability to travel in Libya) to perform the gender analysis. At a minimum, the team must be fully fluent in English and Arabic and be able to produce a high-quality report in English. It is required that at least one of the consultants have contacts in Libya who can facilitate meetings with experts. The team members will complement each other with expertise in the different sectors in which USAID/Libya works.

The team leader must have the following experience and skills:

- At least 10 years of experience in development areas relevant to USAID/Libya's work, including proven experience in conducting high-quality gender analyses
- A master's degree in sociology, anthropology, gender studies, international development, or a relevant social science field
- Excellent verbal and written skills in English
- Familiarity with the Middle East context and development work in the region, and preferably with Libya context

- Leadership skills and ability to lead meetings, coordinate and gather different points of view of members of the team, draft initial documents with conclusions and recommendations, and prepare reports and presentations

At least one of the other team members proposed must be a senior gender expert familiar with public policies addressing gender and social inclusion gaps, GBV, youth, disability, and gender agendas and programs of the main development agencies in Libya, particularly USAID.

All consultants will sign a USAID nondisclosure agreement prior to beginning work.

DELIVERABLES AND TIMELINE

The Contractor must provide the following deliverables. All written documentation for submission by the contractor to USAID/Libya must be in English.

Deliverables		Due Date (Time frame)
1	<p><u>Inception report</u> Prior to the start of the document review and meetings, the Contractor must submit to USAID an Inception Report for USAID approval. The report must include the following:</p> <ul style="list-style-type: none"> • Complete list of documents planned for review • Complete list of planned interviews and proposed individuals • Proposed list of questions for the interviews • Detailed description of the data collection plan and analysis methodology • Literature review <p>USAID will have one week to review and provide comments/feedback.</p>	<p>Inception Report Prep Period: March 10, 2020 (March 1–10, 2020)</p> <p>USAID Review Period: March 17, 2020 (March 10–17, 2020)</p>
2	<p><u>PowerPoint presentation of Gender Analysis preliminary findings and recommendations</u> The Contractor must develop and deliver a PowerPoint presentation of the preliminary findings and recommendations of the Gender Analysis to USAID/Libya and DC staff to be delivered to the USAID/Libya team.</p>	<p>April 14, 2020 (March 17–April 14, 2020)</p>
3	<p><u>Draft Gender Analysis Report</u> Refer to section “Final Report Format and Supporting Data” below. Should be submitted as an MS Word document. Draft report will include feedback from PowerPoint presentation of preliminary findings and recommendations.</p> <p>USAID will have two weeks to review and provide comments/feedback.</p>	<p>Draft Report Prep Period: May 1, 2020 (April 14–May 1, 2020)</p> <p>USAID Review Period: May 15, 2020 (May 1–May 15, 2020)</p>
4	<p><u>Final Gender Analysis Report</u></p>	<p>May 29, 2020</p>

Deliverables	Due Date (Time frame)
Refer to section “Final Report Format and Supporting Data” below. All comments provided by USAID should be addressed in the Final Report. Report should be submitted in MS Word and PDF formats.	(May 15–May 29, 2020)

LEVEL OF EFFORT

Estimated amounts of LOE are as follows:

- Document research, interview planning, and inception report development – 10 days
- Inception Report, including literature review – 5 days
- Interviews and consultation meetings (in person, via phone, teleconferences, emails, etc.) – 15 days
- PowerPoint presentation and Draft and Final Report writing – 10 days

In addition, USAID will have a period of one week to provide feedback on the Inception Report and two weeks to provide feedback on the draft Gender Analysis Report (see Deliverables).

LOGISTICS AND ADMINISTRATIVE SUPPORT

The Contractor must be responsible for the administrative support and logistics required to fulfill this task. These shall include all appointment scheduling, secretarial services, report preparation services, printing, duplicating, and translation services. USAID will assist the Contractor in obtaining any program documents and contacts necessary to fulfill the task. The Contracting Officer’s Representative (COR) and/or alternate will provide strategic direction and guidance throughout the analytical process, including the development of any data collection tools and gender analysis report outline, approach, and content. It is expected that several USAID/Libya staff with different expertise will be involved with the gender analysis process.

FINAL REPORT FORMAT AND SUPPORTING DATA

The Gender Analysis final report must not exceed 30 pages, excluding cover page, table of contents, and annexes/attachments.

The gender analysis must describe and analyze the following:

- How the constraints to promoting gender equality that were identified in the 2018 Gender Analysis have become more/less difficult.
- How these constraints affect different groups or geographic regions differently within Libya (i.e., ethnic, tribal, age, etc.).
- How the continued conflict has resulted in new constraints and opportunities for female empowerment and gender equality that were not identified in the 2018 Gender Analysis, what these constraints and opportunities are within the different USAID/Libya sectors, Libya’s geographic regions, and what the scope of their impact is.
- What specific and significant gender issues need to be addressed at the strategic level for USAID/Libya technical areas.
- Recommendations for USAID for prioritizing programming areas where it can affect impact, and areas of collaboration with other donors, GNA, and other relevant actors.

The report outline is expected to be as follows:

1. Acronyms and Abbreviations
2. Executive Summary (no more than three pages)
3. Overview of the Context
4. Introduction and Objectives
5. Methodology and Limitations to Analysis
6. Findings (to be presented across the gender analysis domains)
 - a. Major changes since August 2018
 - b. Emerging constraints and opportunities (not identified in the August 2018 report) to promote gender equality and women's empowerment by geographic locations, sectors, and groups
 - c. Female empowerment best practices and/or success stories from development interventions in Libya, which could be replicated and/or expanded by USAID/Libya in its programming.
7. Recommendations
8. Conclusion
9. References
10. Appendices:
 - Appendix A – Scope of work
 - Appendix B – Bibliography
 - Appendix C – List of individuals interviewed, including name, title, organization, and contact information
 - Appendix D – All data collection tools and questionnaires developed for interviews

DATA

The Contractor must provide summaries of all key meetings, workshops, discussions, and any data collection exercises conducted in the course of the analysis. These summaries must be submitted to the USAID/Libya COR, along with copies of any background documents and reports gathered in the course of the assessment. All information must be provided in an electronic format, organized and fully documented for use.

The Contractor must comply with the requirements in ADS 579, as applicable.

BRANDING AND MARKING

The Contractor shall comply with the requirements of the policy directives and required procedures outlined in the USAID ADS 320.3.2 “Branding and Marking in USAID Direct Contracts” (version from January 8, 2007) at <https://www.usaid.gov/ads/policy/300/320>; and USAID “Standard Graphic Manual” available at <http://www.usaid.gov/branding/gsm>, or any successor branding policy. The final report will be submitted to the Development Experience Clearinghouse. In the event that the report has Sensitive but Unclassified information, there must be two final versions of the report: a USAID internal version and a public version with sensitive information redacted.

DOCUMENTS TO BE CONSULTED

USAID/Washington documents including, but not limited to:

- USAID Automated Directives System (ADS) 201 and 205
- USAID Gender Equality and Female Empowerment Policy, 2012

- [United States] U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally (GBV Strategy), 2019
- U.S. Global Strategy to Empower Adolescent Girls
- USAID Counter-Trafficking in Persons Policy, 2012
- USAID Youth in Development Policy, 2012
- USAID Private Sector Engagement Policy, 2019
- USAID Journey to Self-Reliance, Libya Country Roadmap
- USAID Policy Framework: Ending the Need for Foreign Assistance
- U.S. Strategy on Women, Peace and Security 2019

USAID/Libya including, but not limited to:

- USAID/Libya Gender Analysis, 2018
- USAID Libya Program Plan 2018–2020
- Gender reporting under the annual Performance Plans and Reports
- [Project Appraisal Document] PAD Gender analyses for USAID-funded implementing mechanisms
- Gender and social inclusion strategies developed by implementing partners
- Third-party Monitoring site visit reports
- ABA-ROLI Status of Women Assessment 2017
- ABA-ROLI Report on the Advocacy and Awareness Roundtables on the Status of Women Assessment in Libya 2019

Non-USAID documents, including but not limited to:

- Gender Justice & the Law: Libya, UNFPA December 2019
- Human Development Report 2019, Libya Briefing Note: UNDP, 2019

ANNEX 2: LIST OF KEY INFORMANTS

No.	Name	Organization	Region (W/E/S)	F/M
USAID Implementing Partners				
1	Chief of Party & Staff Member/Gender Focal Point	USAID/LGCS (DAI)	W (national)	2M
2	Staff Member	USAID/PSES (DAI)	W (national)	M
3	Senior Program Manager	USAID/LEGS and LELSA (NDI)	W (national)	M
4	Staff Members (& Chief of Party via email)	USAID/LEGS and LELSA (IFES)	W (national)	2F
5	Program Associate	USAID/LEGS (IRI)	W (national)	M
6	Staff Member (& Chief of Party via email)	USAID/LESP (Pragma)	W (national)	F
7	Associate Director, Middle East and North Africa (MENA)	USAID/LEE (MEDA)	W (national)	M
8	Staff Member	USAID/LCB (ABA-ROLI)	W (national)	F
9	Project Manager	USAID/SFL (UNDP)	W (national)	M
10	Chief of Party & Business Environment Enhancement Team Leader	USAID/LPFM (Pragma)	W (national)	M, F
United Nations Agencies				
11	Programme Analyst	UN Women	W (national)	F
12	Gender Officer	UNSMIL Gender Unit	W (national)	F
13	Country Representative	UNFPA	W (national)	F
14	Staff Member	UNICEF	W (national)	F
15	Programme Policy Officer, Resilience	World Food Program (WFP)	W (national)	M
16	Project Management Specialist & Project Officer	UNDP	W (national)	2F
Other Donors				
17	Human Rights and Gender Adviser	EUBAM	W (national)	F
18	Coordinator, GBV Working Group	EUBAM	W (national)	M
19	Gender Focal Point	United Kingdom Foreign and Commonwealth Office (UK FCO)	W (national)	F
20	Chef de Mission Adjoint / Deputy Head of Mission	Finland Embassy	W (national)	F
21	Attaché – Programme Manager	EU	W (national)	M
22	Political Counsellor & Former Grants Coordinator	Global Affairs Canada	W (national)	M, F
23	Head of Programme, Employment Promotion and Economic Development in Libya and Socioeconomic Dialog Process in Libya	GIZ	W (national)	F

No.	Name	Organization	Region (W/E/S)	F/M
Other International Organizations				
24	Programme Manager	International Legal Assistance Consortium (ILAC)	W (national)	F
25	Senior Programs Manager	Institute for Women's Policy Research (IWPR)	W (national)	F
26	Child Protection and GBV Specialist	Cooperazione e Sviluppo (CESVI)	W (national)	F
27	Gender Focal Point	International Organization for Migration (IOM)	W (national)	F
28	Libya Country Manager	USIP	W (national)	M
29	Senior Legal Advisor MENA Programme	International Commission of Jurists (ICJ)	W (national)	F
30	Counsel - Syria, Libya, Sudan	Public International Law and Policy Group (PILPG)	W (national)	F
31	Senior Program Advisor	ABA-ROLI/non-USAID	W (national)	F
32	Chief of Party	Expertise France, Private Sector Development Programme Libya	W (national)	M
33	Country Director	Voluntas Advisory	W (national)	M
34	Programme Manager	Democracy Reporting International (DRI)	W (national)	F
35	MENA Advocacy Coordinator	Women's International League for Peace and Freedom (WILFP)	W (national)	F
36	Country Representative	World Bank	W (national)	M
37	Country Director	British Council	W (national)	M
Libyan Civil Society / Activists / Businesswomen				
38	Co-founder	Haqi Organisation for Libyan Women Jurists	W	F
39	Staff Member	The Right Voice for Libyan Women	W (national)	F
40	Project Assistant	Elbiro Media Foundation	W (national)	F
41	Director	Together We Build It	W (national)	F
42	Manager	Tanweer 424 Project	W	F
43	Staff Member	Washem Centre for Women's Studies	E	F
44	Chair of the Board of Directors	Al-Nour Organisation for Development and Empowerment of Displaced and Refugee Women	W	F
45	Director	Al Bir Wa Takwa	S	F
46	Project Director	National Caucus of Fezzan	S	M
47	Founding Coordinator	Dihya Development – Western Mountain	W	F
48	Chief Executive Officer (CEO)	Athar for Development and Empowerment of Women and Children	S	F
49	Coordinator	Libyan Women's Union in the South	S	F
50	Businesswoman	Zone Centre	W (national)	F
51	Program Officer	For You Libya	W	F
52	Staff Member	Libyan Women's Union in the South	S	F
53	Director	Almaraa Women's Platform for Development	W	F
54	Businesswoman	Altanmia Almustdama	W	F

55	Co-Founder	Tamazigh Women Movement	W	F
56	Co-founder	Tefanoen Organization	S	F
57	Co-founder	Libyan Women Peace Platform	E	F
58	Director	Eladia for Development	W	F
59	Co-founder	Tawasal Organization	W	F
60	Staff Member	Ajeeal	W	F
61	Staff Member	AZGER	S	F
62	Director	The 10 Group for Women Empowerment	W	F
63	Staff Member	Women Solidarity Organization	W	F
64	Co-founder	Tamazigh Women Movement	W	F
65	Director	Jurist without Borders	E	F
66	Staff Member	Nabaad for Women and Youth Development	W	F
67	Founder and CEO	Nitaj for Women Development	E	F
68	Staff Member	Libyan Women Union	W	F
69	Member	30% Quota Campaign	W	F
70	Staff Member	Fezzan Group	S	M
71	Journalist	Salam TV Channel	E	F
72	Co-founder	Businesswomen Council	W	F
73	Head	Businesswomen Council	W	F
74	Businesswoman	Sigma Academy	W	F
75	Businesswoman	Fahimni	W	F
76	Businesswoman	Space340	W	F
77	Businesswoman	Yasmin Shaam	W	F
78	Businesswoman	Self-employed/Print Businesswoman	W	F
Government and Thought Leaders/Academics/Professors				
79	Leading Member	Libyan Feminist Facebook group	W	F
80	Department Head	University of Benghazi, Criminal Law Department	E	F
81	Former Member	February Committee	W (national)	F
82	Consultant	Women Empowerment Unit, Presidential Council on Health, Education and Municipalities	W (national)	F
83	Member	Constitutional Drafting Assembly	W (national)	F
84	Member	Constitutional Drafting Assembly	W (national)	M
85	Member	Constitutional Drafting Assembly	E	M
86	Member	Constitutional Drafting Assembly	W (national)	M
87	Member	Reconciliation Committee, Supreme Council of State	W (national)	M
88	Head	Women Empowerment Office, Ministry of Education	W (national)	F
89	Municipal Councillor	Janzour municipality	W	F
90	Staff Member	Formerly with MEDA	W (national)	F
91	Member	17th February Coalition	E (national)	F
92	Municipal Councillor	Wadi Al Bwanees municipality	S	F

ANNEX 3: DATA COLLECTION TOOL

Key Informant Interview Protocol

بروتوكول مقابلة المخبر(ة) الأساسي(ة)

Date/ التاريخ	Interviewer: المقابل
Interviewee's Full Name and Job Title الاسم الكامل والوظيفة للذي(التي) تجري معه(ها) المقابلة	Interviewee's Organization منظمة

Introduction

Thank you for agreeing to participate in this discussion today. My name is _____, and I am a member of the USAID/Libya Gender Analysis team. We have asked you to participate in today's interview because of your knowledge and experience related to gender issues [and/or a specific sector] in Libya. **Our focus will be on the past 1-2 years since mid-2018.** Your name will not be attributed to any specific information reported in the report. May we begin the interview?

نشكركم (ك) على موافقتكم (ك) على المشاركة في هذه المناقشة اليوم. اسمي ----- وأنا عضو في فريق التحليل الجندي للوكالة الأمريكية للتنمية الدولية / ليبيا. لقد طلبنا منك (ك) المشاركة في مقابلة اليوم بسبب معرفتك (ك) وخبرتك (ك) المتعلقة بقضايا النوع الاجتماعي [و / أو قطاع معين] في ليبيا. سيكون تركيزنا على العاميين أو العاميين الماضيين منذ منتصف 2018. لن ينسب اسمك (ك) إلى أي معلومات محددة تم الإبلاغ عنها في التقرير. هل نبدأ المقابلة؟

Questions الأسئلة

1. Thinking about the current situation in Libya, what are the most significant constraints (challenges, gaps, problems, issues) related to women and girls? [Ask sub-questions below if they are relevant for the informant and if the informant has not mentioned them.] [If the informant does not mention any of the seven gender analysis domains, ask follow-up questions about constraints related to [1] law, policy, and institutional practices; [2] cultural and social norms; [3] time commitments and family obligations; [4] power and decision-making; [5] access to resources, including information; [6] safety/security; and [7] GBV.]

بالنظر إلى الوضع الحالي في ليبيا ، ما هي أهم المعوقات (التحديات والثغرات والمشاكل والقضايا) المتعلقة بالنساء والفتيات؟ [اطرح (ي) الأسئلة الفرعية أدناه إذا كانت ذات صلة بالمخبر(ة) وإذا لم يكن المخبر(ة) قد ذكرها [إذا لم يشر المخبر إلى أي من مجالات التحليل الجندي السبعة، اطرح أسئلة متابعة حول القيود المتعلقة بـ [1] القانون والسياسة والممارسات المؤسسية ؛ [2] المعايير الثقافية والاجتماعية ؛ [3] الالتزامات الزمنية والالتزامات العائلية ؛ [4] السلطة وصنع القرار ؛ [5] الوصول إلى الموارد ، بما في ذلك المعلومات ؛ [6] سلامة / امان؛ و [7] العنف المبني على النوع الاجتماعي.]

1.1. What about gender gaps related to democracy and governance?

ماذا عن الفجوات بين الجنسين المتعلقة بالديمقراطية والحوكمة؟

1.2. What about gender gaps related to economic development?

ماذا عن الفجوات بين الجنسين المتعلقة بالاقتصاد والتنمية؟

1.3. What about gender gaps related to safety and security?

ماذا عن الفجوات بين الجنسين المتعلقة بالسلامة و الامن؟

1.4. What about gender gaps related to education and health?

ماذا عن الفجوات بين الجنسين المتعلقة بالتعليم والصحة؟

1.5. What about gender gaps related to peace-building and conflict-mitigation?

ماذا عن الفجوات بين الجنسين المتعلقة ببناء السلام وتخفيف حدة الصراع؟

2. [If not already clear from previous answers:] **Have any of these constraints changed or are they new since 2018? هل تغيرت أي من هذه القيود أو برزت قيود جديدة منذ 2018؟**

3. **What is the impact of COVID-19 on women and girls in Libya?**

ما هو تأثير فيروس كورونا على النساء والفتيات في ليبيا؟

4. In the current situation in Libya, can you identify two or three opportunities related to the status of women and girls? [Use the same sector and domain probes as for Question 1.]

في الظروف و السياق الحالي في ليبيا، هل يمكنك(ك) تحديد اثنين أو ثلاث فرص متعلقة بمكانة النساء و الفتيات؟

4.1. What about opportunities related to democracy and governance?

ماذا عن الفرص المتعلقة بالديمقراطية والحكم؟

4.2. What about opportunities related to economic development?

ماذا عن الفرص المتعلقة بالتنمية الاقتصادية؟

4.3. What about opportunities related to safety and security?

ماذا عن الفرص المتعلقة بالسلامة والأمن؟

4.4. What about opportunities related to education and health?

ماذا عن الفرص المتعلقة بالتعليم والصحة؟

4.5. What about opportunities related to peace-building and conflict-mitigation?

وماذا عن الفرص المتعلقة ببناء السلام وتخفيف حدة الصراع؟

5. Can you identify any best practices and/or success stories from development interventions in Libya related to gender equality and female empowerment? Do you think any of these examples could be replicated and/or expanded? How or in what way?

هل يمكنك(ك) تحديد أفضل الممارسات و / أو نماذج ناجحة كنتيجة لتدخلات التنمية

في ليبيا فيما يتعلق بالمساواة بين الجنسين وتمكين المرأة؟ هل تعتقد(ي) أن أيًا من هذه الامثلة

يمكن تكرارها و / أو توسيعها؟ كيف أو بأي طريقة؟

6. Do you have any other recommendations for USAID for supporting gender equality and female empowerment in any sector in Libya? [Ask probes about the sectors and/or domains.]

هل لديكم أي توصيات أخرى للوكالة الأمريكية للتنمية الدولية لدعم المساواة بين الجنسين وتمكين المرأة

في أي قطاع في ليبيا؟

7. Are you aware of any recent survey, analysis, or other documentation or data related to gender in Libya (since 2018)?

هل أنت(ت) على علم بأي مسح أو تحليل حديث أو أي وثائق أو بيانات أخرى تتعلق

بالنوع الاجتماعي في ليبيا (منذ 2018)؟

8. Is there any other person you recommend for me to interview who is knowledgeable about the topics we have been discussing? Any other organization doing gender-related work?

هل هناك أي شخص آخر لديه(ها) معرفة ودراية بالموضوعات التي ناقشناها يمكنك(ك) اقتراحه(ها) علينا لأجراء مقابلة؟

هل هناك منظمة أخرى تقوم بعمل يتعلق النوع الاجتماعي؟

9. [If time permits and if not already obvious from the previous discussion:] Would you briefly describe your organization's work related to gender themes?

هل يمكنك(ك) وصف عمل منظمك(ك) والذي يتعلق بموضوعات النوع الاجتماعي

وصف عمل مؤسستك المتعلقة بموضوعات النوع الاجتماعي؟

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