

**Country: Libya**

**Description of the assignment:**

**Independent Evaluation of SLCRR Project**

**Type of Appointment:**

**Individual Consultant (one international consultant, one national consultant)**

**Project:**

**Strengthening Local Capacities for Resilience and Recovery Project**

**Period of assignment:**

**20 working days**

**Number of Position(s):**

**One (01) – International**

**One (01) National Consultant**

## **1. BACKGROUND**

### **Irregular Migration Challenge and Prolonged Instability in Libya**

One of the main contributing factors for the **rising influx of migrants** through the Central Mediterranean route is the **prolonged instability in Libya**. Libya **represents the departure point for 90%** of those seeking to travel to Europe. Smugglers and traffickers **exploit an unstable political situation and fragmented control** over the territory and borders, especially in the South, where there is very limited, if at all, control of central government institutions. The situation is complicated even further by strong tribal structures and continued clashes on the ground. Various assessments, conducted to date, show **the dramatic fragmentation of the Libyan internal and border security sectors**, exacerbated by internal violent power struggles and a series of economic crises, while still combating the remnants of extremist forces both in the East and west.

From March to September 2015, UNDP undertook an **analysis of the structural drivers of insecurity and instability in Libya**, identifying three conflict systems as root causes: 1\_) a national level competition over political influence, control of resources and the nature of the Libyan state; 2) the presence of armed extremist groups; and 3) local level intercommunal tensions. While these conflict systems are driven by somewhat separate issues (each with their own complexity), they remain deeply interrelated.

Regarding intercommunal conflicts at the local level, one sees multiple disputes between communities in different parts of the country that result in sporadic spikes in violence. While often localised in nature, they have significant impact on local populations, and can influence broader instability in the country, as subnational identities, such as around geographic communities, tribes or ethnic groups. Communal groups have attempted to renegotiate regional balances in the post-revolutionary context, seeking to redress perceived exclusion, historic wrongs and to secure communal access to political influence or economic opportunities. The growing autonomy of local communities, as well as their connection to armed groups, has provided some of those communities with the opportunity to use force to defend themselves and to pursue their interests.

One of the immediate and **most dramatic consequences of the conflict has been significant displacement and re-displacement**. An estimated 434,000 people have been displaced in the country, presenting rapidly increasing humanitarian needs and putting pressure on public services, livelihoods and social cohesion in host communities. Libya also hosts an **estimated 100,000 refugees and asylum seekers** and an **estimated number of migrants which ranges between 700,000 and 1 million**.

In the most affected areas, the delivery of basic social services is disrupted and the capacity of state institutions to maintain a safety net diminished. The impact of the conflict on sub-national governance system has been largely uniform in the sense that with an increasingly paralyzed centre for policy-making and public finance management, local institutions, and chief among them **municipalities, are seen among the population as the main guarantors of their basic needs**. Municipalities are making efforts to respond to these high expectations and try to **strengthen local coping mechanisms against the debilitating effects of the conflict**. This implies reinforcing local crisis response mechanisms (through Local Crisis Committees for example) and increasing partnerships with other local governance actors to face the immediate consequences of the national crisis and prevent further localized conflict.

#### **UNDP response (on-going action)**

To respond to the many challenges faced by people in Libya, UNDP approach is to help the country get on a more robust development path, by helping the local authorities to restore security, essential services delivery and livelihoods opportunities. It is generally accepted, that **focusing at the community level would have the greatest potential for stabilization in post-revolution Libya**.

UNDP works in key communities on the migration routes – from Sabha and Murzuq, to Kufra, and Sabratha, not least Benghazi and Tripoli - engaging local municipalities, identifying entry points to integrate key community members, enhancing local stability and community security, advancing municipality socio-economic development and providing income generation opportunities for communities, and especially young people.

Our approach is that if **essential service delivery** is provided, with **increased income-generation and livelihoods opportunities for the most vulnerable**, with **capacities for local authorities and rule of law institutions strengthened**, the population groups (host communities - including Internally Displaced Populations (IDPs) and returnees - as well as migrants and refugees) can effectively cope with and mitigate the risks of irregular migration and be **strong drivers of resilience-building and development efforts**.

With adequate support, municipalities in Libya can better plan, lead and coordinate efforts at achieving progress **where people need it most - services, social cohesion and security, economic livelihoods**.

Therefore, UNDP intervention is three-fold: 1) Enhance local capacity for service delivery **and improve key infrastructure in target municipalities**; 2) Support local governments to **enhance local stability and**

**security; 3) Identify areas of potential economic growth and support economic recovery strategies** which will help to stabilize income generation, emergency employment, and the reintegration of migrants, IDPs, and returnees; as well as create sustainable and decent jobs.

UNDP's project 'Strengthening Local capacities for Resilience and Recovery' is a three-year EU-funded initiative (EUR 18,000,000 (estimated as 19,607,400 USD). aiming at supporting local authorities in Libya to respond to the many conflict and human mobility induced challenges - by strengthening the local resilience and recovery mechanisms - that impact negatively people access to essential services, sources of jobs and livelihoods, the social cohesion and security of communities.

The project is built around 3 outputs:

- (1) Better provision of basic services at local level and increase access for most vulnerable groups from host communities - including Internally Displaced Populations (IDPs) and returnees - as well as migrants and refugees is ensured;
- (2) Local authorities and administrations are supported in fulfilling their role and responsibilities with a focus on enforcing local stability and community security;
- (3) Local economic recovery/development, including job creation and livelihoods are supported. Implemented in partnership with Tatweer Research.

It is implemented directly by UNDP with focus on the following targeted municipalities: Murzuq, Sabha, Al Kufrah, Benghazi, Tripoli and Sabratha, among others.

## 2. PURPOSE OF THE EVALUATION

**The purpose of the Evaluation** is to learn from the experience of the EU/UNDP funded programme – Strengthening Local Capacities for Resilience and Recovery with a forward-looking approach. The Evaluation is expected to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative) and better design UNDP-supported interventions at the next stage. The Country Office accordingly plans to make use of the evaluative exercise as a learning opportunity not only for the office but also for key partners and stakeholders, as inclusively and as practically possible.

***The overall objectives of the evaluation are the following:***

1. Review the performance of the Project in achieving the outputs as per the Project Document and their contributions to outcome level goals. By providing an objective assessment of the intervention achievements, constraints, performance, results, impact, relevance and

sustainability, including considering the link between short-term and long-term achievements.

2. Overall assessment of the intervention logic and coherence of the three components of the project
3. Generate lessons from experiences in the respective interventions achieved during 6 June 2017- 30 June 2019 to inform current and future programming at the country level. Identify factors, which facilitated or hindered the results achievement, both in terms of the external environment and those related to internal factors. Document and record the lessons learned at various implementation stages. This should include but not be limited to assessing the strengths and weaknesses in different stages of the project, design, management, coordination, human resource, and financial resources;
4. Assess the appropriateness of the Project strategy to reach the intended outputs and outcomes;
5. Define the extent to which the Project addressed cross cutting issues including gender, human rights and conflict sensitivity;
6. Identify and assess UNDP's efforts to ensure EU visibility and communication to the public;
7. Identify and assess the UNDP/project's coordination efforts with other ongoing EU and international funded projects, international and national partners;
8. Identify and assess the UNDP/project's coordination efforts with Libyan National actors (ie Ministry of Local Governance, Ministry of Planning, Ministry of Health, Ministry of Justice, Ministry of Education at central and local levels);
9. Identify whether results represent sufficient foundation for future progress and/or future replication of similar interventions responding to the three main components of the project, including the assessment of additional needs that may be covered with future interventions
10. Provide clear, focused and forward-looking recommendations in order to suggest effective and realistic new and adaptative strategies by UNDP and partners.

### 3. SCOPE OF EVALUATION:

In assessing the Project, the evaluation will take into consideration:

**The validity of the Design and Relevance:** the extent to which the Project activities matched the priorities and policies of the target group, recipient and donor. The key questions will include:

- Did the Project respond to the needs of the beneficiaries? Were the planned project objectives and intended results (i.e. outputs and outcomes) relevant and realistic to the situation and needs on the

ground? Were the problems and needs adequately analysed. The evaluators will be provided with priorities need assessment and corresponding working plans.

- How well did the Project design take into account local efforts and make use of existing capacity to address issues? Did the Project's original design fill an existing gap that other ongoing interventions were not addressing?
- Were the objectives of the Project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Was the Project design logical and coherent in terms of the roles, capacities and commitment of stakeholders to realistically achieve the planned outcomes?
- How appropriate and useful were the indicators described in the Project document for monitoring and measuring results? Were the means of verifying the indicators appropriate?
- To what extent were external factors and assumptions identified at the time of design?
- Was the Project designed in a flexible way to respond to changes / needs that could occur during the implementation? Was the Project able to respond to changes in the political, security and general operating environment?
- What was the level of stakeholder commitment to promote conflict sensitive, gender balanced and human rights-based approaches?
- Was the strategy for sustainability of impact clearly defined at the design stage of the Project? If yes, was the methodology / approach taken appropriate to the context?
- Recommend specific objectives that should be addressed in future if the project was continued regarding Achievements and Implementation and Development Effectiveness defined as "the extent to which the Project activities have attained its objectives".
- What were the development results (i.e. against planned outputs and outcomes) of interventions, considering the institutional development of the local and relevant national partners?
- Which aspects of the Project had the greatest achievements? What were the supporting factors? What are the main lessons learned from the partnership strategies and what are the possibilities of replication and scaling-up? How can the Project build or expand on achievements?
- In which areas does the Project have the least achievements? What have been the constraining factors and why? How can they be overcome?
- How effective was the collaboration between the participating organizations and what has been the added value of this collaboration?
- How have Libyan stakeholders been involved in Project implementation? How effective has the Project been in establishing ownership especially with reference to the three components of the Project.

**Effectiveness of management arrangements and efficiency of resource use:** Efficiency will measure the Project outputs -- qualitative and quantitative -- in relation to the inputs. Key questions will include:

- Have resources (funds, human resources, time, expertise, etc) been allocated strategically to achieve the relevant outputs and outcomes? Have resources been used efficiently?
- Were Project funds and activities delivered in a timely manner?
- Were management capacities adequate?
- Assess the criteria and governance aspects related to the selection of Libyan beneficiaries and partners' institutions, including NGOs.
- Did the Project receive adequate political, technical and administrative support from its local and national partners?
- How has the role of UNDP added value to the project? If found relevant, how and in what areas should it be improved?
- Has relevant gender expertise and Human rights approaches programming been sought? Have available gender mainstreaming tools been adapted and utilized? Have any Human Right's programming initiation or toolkit been introduced to local planners?
- How effectively did the Project management monitor Project performance and results?
- What has been the quality of documentation and dissemination of knowledge within the Project
- Were the work plans timely delivered? If delays are identified, was the project able to adapt accordingly?

**Impact and Sustainability of the Project:**

In assessing the impact and sustainability of the Project, the evaluation will look at the positive and negative changes produced by the Project's development interventions, directly or indirectly, intended or unintended. This will involve identifying the main impacts and effects resulting from the Project's activities on the local social, economic, environmental and other development indicators. The focus will be on both intended and unintended results and will also include the positive and negative impact of external factors, such as changes in terms of economic, political and financial conditions. It is acknowledged, though, that more time may be needed for an impact to be seen, considering that the project is in its second year of implementation.

On sustainability, the evaluation will measure the likelihood of project results continuity after donor funding has been withdrawn. Some of the key questions will include:

- To what extent did the Project contribute to the enhancing services at municipality level?
- To what extent were sustainability considerations taken into account in the execution and conduct of the Project's activities?

- Are the Project results, achievements and benefits likely to be durable? Are these anchored in national institutions and can the partners maintain them financially at the end of the Project?
- Can the Project approach and results be replicated and scaled up by national partners?

#### 4. PROPOSED METHODOLOGY

Based on UNDP guidelines for evaluations (*UNDP Handbook on Monitoring and Evaluating for Results* and the *UNDP Guidelines for Outcome Evaluators*), and in consultation with UNDP Libya Country Office, the evaluation will be inclusive and participatory, involving all principal stakeholders into the analysis. The evaluation will consider the social, political, security and economic context which affects the overall performance of the outcome achievements. During this evaluative exercise, the evaluation team is expected to apply the following approaches for data collection and analysis.

- Desk review of relevant documents (project documents with amendments made, review reports - midterm/final, donor-specific, etc);
- Discussions with the Senior Management and programme staff of UNDP Country Office;
- Briefing and debriefing sessions with UNDP, EU Delegation and the Government (Ministry of Local Government), as well as with other donors and partners
- Interviews with partners and stakeholders (including gathering the information on what the partners have achieved with regard to the outcome and what strategies they have used)
- Field visits to selected project sites and discussions with project teams, project beneficiaries (representatives of target municipalities, mayors, municipal council, representatives of sectoral authorities at municipality level (health, education, water and sanitation etc.), social peace partnerships, entrepreneurs, representatives of line ministries etc.);

#### COMPOSITION AND IMPLEMENTATION ARRANGEMENTS

Based on UNDP guidelines for evaluations and in consultation with UNDP Libya CO, the evaluation will be inclusive and participatory, involving all principal stakeholders into the analysis. The evaluation will consider the social, political, security and economic context which affects the overall performance of the outcome achievements. During this evaluative exercise, the evaluation team is expected to apply the following approaches for data collection and analysis.

- Desk review of relevant documents (project documents with amendments made, review reports -midterm/final, donor-specific, etc.);
- Discussions with the Senior Management and programme staff of UNDP Country Office;
- Briefing and debriefing sessions with UNDP.
- Interviews with partners and stakeholders (including gathering the information on what the partners have achieved on the outcome and what strategies they have used)
- Field visits to selected project sites and discussions with project teams, project partners, representatives of involved ministries etc.

The evaluation team will consist of one international and one national consultant.

Specifically, the international consultant will perform the following tasks

- Lead and manage the evaluation mission;
- Design the detailed evaluation scope and methodology (including the methods for data collection and analysis) for the report;
- Decide the division of labor within the evaluation team;



- Provide UNDP with data collection tools in advance for UNDP feedback, to ensure realistic application on the field.
- Ensure full responsibility for the drafting and finalization of the report
- Ensure feedback on inception and final report is considered in final versions, always under the basis of an independent evaluation.
- Finalize the whole evaluation report and engage in debriefing with UNDP and the EU.

**The national consultant** is expected to perform the following tasks under the guidance of the International Consultant:

- Review documents;
- Participate in the design of the evaluation methodology;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above);
- Conduct the field missions, as per the developed methodology, engaging to the extent possible with project stakeholders across Libya,
- Draft related parts of the evaluation report; and,
- Assist Team leader in finalizing document through incorporating suggestions received on draft related to his/her assigned sections

## 5. PROPOSED TIME FRAME

It is expected that the outcome evaluation be conducted during April 2019, for a total of not more than 20 working days.

Activity Timeframe and responsible party:

Inception report on proposed evaluation methodology, work plan and proposed structure of the report.	One day, by the evaluation team (home based)
Desk review of existing documents	2 days, by the evaluation team (home based)

Field visits, interviews with partners, and key stakeholders (international at least in Tunis, national in Tripoli and other municipalities)	6 days, by the evaluation team*
Drafting of the final evaluation reports	6.5 days, by the evaluation team (home based)
Debriefing with UNDP and with the EU partners (DG Near and the EU Delegation to Libya)	One day, by the evaluation team (home based remotely)
Finalization of the final reports (incorporating comments received on first drafts)	2.5 days by the evaluation team (home based)

*\* Up to 6 workdays in the field mission are foreseen (for the international and national in Tunis, Tunisia). An additional 5 workdays for the national in Libya, with travel to accessible areas, including Benghazi, Tripoli and Sabratha, and if feasible to the South (Sebha, Kufra and Murzuq). The division would be discussed and agreed between the evaluation team members. This would be reviewed in case of mobility issues.*

## 6. EXPECTED DELIVERABLES

Together with the national consultant, the international consultant is expected to deliver the following outputs:

1. Submit Inception report on proposed evaluation methodology, work plan and proposed structure of the report.
2. Based on agreed work plan timeline, the consultant is expected to draft evaluation report
3. Final report, including a 2-3-page executive summary, and with evidence-based conclusions on each of the evaluation objectives, as outlined above, lessons learned and key recommendations to inform future interventions in community stabilization and local governance support programmes. Opportunities to support priorities for municipalities development as outlined by the Minister of Local Governance and line Ministries, will need to be considered.
4. The consultant shall present the findings of draft report of the evaluation in a debriefing meeting to UNDP and its donors and project board members.
5. The consultant shall finalize the final report after incorporating the comments/input of the debriefing meeting.

The structure of the Evaluation Report should include at minimum:

- Executive summary;
- Introduction;
- Description of the evaluation methodology;
- Analysis of the situation with regard to the outcome, the outputs and the partnership strategy;
- Analysis of opportunities to provide guidance for the future programming;
- Key findings (including best practices and lessons learned)
- Conclusions and recommendations
- Annexes: ToRs, field visits, people interviewed, documents reviewed, etc.<sup>1</sup>

2. An outline for the future UNDP intervention in support of community stabilization and local governance support programmes, based on the recommendations of the evaluation mission is to be produced. Opportunities to support priorities for municipalities development as outlined by the Minister of Local Governance, and Line Ministries will need to be considered.

## 7. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

---

<sup>1</sup> See the *UNDP Guidelines for Outcome Evaluators* for a detailed guidance on the preparation of an outcome evaluation report.

**INTERNATIONAL CONSULTANT/TEAM LEADER:**

**I. Academic Qualifications:**

- Master's degree or equivalent in Management, Development Studies and / or International Affairs Advanced university.

**II. Years of experience:**

- At least 7 years of work experience in the field of community stabilization in fragile context, sound knowledge about results-based management (especially results-oriented monitoring and evaluation);
- Proven experience of participatory monitoring and evaluation processes;
- Proven working of working on similar assignments in MENA region;
- Strong written and spoken English. Working knowledge of Arabic is an asset.

**NATIONAL CONSULTANT**

- Bachelor's degree in social studies, Management, Development, or another relevant field.
- At least five years of work experience in in evaluating programs related to democratic governance, policy dialogue and advisory work, research and analysis and relationship with governments, promotion of stakeholder/community awareness of and participation in democratic governance, and fragile context.
- At least 1 year of work experience in conducting results-oriented monitoring and evaluation and participatory methods
- Fluency in English and Arabic required.

**8. DUTY STATION**

**INTERNATIONAL CONSULTANT/TEAM LEADER:**

Home Based with mission to Tunis, Tunisia and Libya. National consultant will be Libya based.

The division would be discussed and agreed between the evaluation team members. This would be reviewed in case of mobility issues.

**9. COMPETENCIES**

**Corporate competencies:**

- Demonstrates integrity by modeling the UN's values and ethical standards
- Promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Treats all people fairly without favoritism;
- Fulfills all obligations to gender sensitivity and zero tolerance for sexual harassment

**Functional competencies:**

- Strong interpersonal skills, communication and diplomatic skills, ability to work in a team
- Openness to change and ability to receive/integrate feedback
- Ability to work under pressure and stressful situations
- Strong analytical, reporting and writing abilities
- Excellent public speaking and presentation skills

## 10. EVALUATION ETHICS.

Evaluation consultants will be held to the highest ethical standards and are required to sign a code of conduct upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the United Nations Evaluation Group (UNEG) 'Ethical Guidelines for Evaluations'

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners

## 11. EVALUATION CRITERIA

Criteria	Weight
<b>Education</b>	<b>30</b>
Relevance of degree and education	30
<b>Technical Competencies</b>	<b>60</b>
Relevant experience evaluating programs related to democratic governance, policy dialogue and advisory work, research and analysis and relationship with governments, promotion of stakeholder/community awareness of and participation in democratic governance, and fragile context	30
Demonstrated ability to work in participatory methods.	15
Knowledge of the evaluation and RBM approach	15
<b>Language</b>	<b>10</b>
Fluency in English	10
Overall	100

## **12. PROPOSAL REQUIREMENTS**

Interested individual consultants must submit the following documents/information to demonstrate their qualifications:

1. **Letter of Interest** explaining why they are the most suitable for the work
2. **Technical Proposal:**
  - I. Provide a brief methodology on how they will approach and conduct the work
  - II. Confirmation of availability to provide services within the stipulated timeframe
3. **Financial proposal**
  - I. Specifying the daily fee, number of days of work required, travel expenses and per diems quoted in separate line items. Payments are made to the Individual Consultant based on the actual number of days worked.
  - II. **Travel:** All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station travel. In general, UNDP does not accept travel costs exceeding those of an economy class ticket. Should the IC wish to travel on a higher class he/she should do so using their own resources. In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.
4. **Personal CV including experience in similar activities and at least 3 references.**

## **13. ANNEXES**

### **List of stakeholders to be contacted**

18th August 2019: Misrata, Toyota Training Centre

Mr. Abdurahiem Muftah (General Manager)

Mr. Mohamed Abutarukia (board member)

Mr. Mahmoud Ghmair (DYT coordinators)

Mr. Ahmed Naim (Chief trainer)

19th August 2019: Sebratah municipality

Mr. Muftah Elbreshni, Mayor

Mr. Mahmoud Alzariok, Mayor's advisor

Mr. Tawfik Alganoudi, UNDP Engineer

Mr. Aboubaker Alzaroki, Deputy Mayor

Sebratah Health Facility

Mr. Ismail Ali, GH of health facility

Sebratah Teaching Hospital

Dr. Fathi Omar Alkewash, DG of the hospital

Mr. Ahmed Almezwagi, health regional services office

Mr. Mohamed Fahat, Head of the emergency department

Mr. Khalid Ftahly, head of the projects department at the hospital

20th August 2019: Tripoli

Mr. Mohamed Omar, municipal member, Murzuq

Hei Andalus

Modern Police Station

Abubaker Ali, Engineer and project manager

21st August 2020: Benghazi, Projects' office at the municipality

Eng. Ala Alnewal, deputy director of the projects' office

Tatweer

Mr. Ameer Nihoum, project manager, TEC program