**FINAL EVALUATION OF THE UNSMIL/ UNDP POLICING & SECURITY JOINT PROGRAMME (2017-2022)**

****

**FINAL REPORT**

**JULY 2022**

**By Cliff Bernard Nuwakora**

# Project and Evaluation Information

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| **Project/outcome Information** | |
| **Project/outcome title** | UNDP/UNSMIL Policing and Security Joint Programme |
| **Atlas ID** | 00101889 Output ID: 00104136 |
| **Corporate outcome and output** | UNSF outcome involving UNDP No. 1: By late 2022, core government functions will be strengthened and Libyan institutions and civil society, at all levels, will be better able to respond to the needs of the people (Libyans, migrants and refugees) through transparent, inclusive gender-sensitive decision-making processes abiding by the democratic principles of division of power and rule of law |
| **Country** | Libya |
| **Region** | RBAS |
| **Date project document signed** | September 21, 2017 |
| **Project dates** | **Start Date:** 01 October 2017  **Planned end date:** 30 September 2019  **Extended Up to: 30** June 2022 |
| **Project budget** | US$ 9,379,414 |
| **Project expenditure at the time of evaluation** | US$ 6,955,807 |
| **Funding source** | |  |  | | --- | --- | | **Donors** | **Contribution** | | The Government of Germany | $1,562,456 | | The Government of Italy | $3,144,413 | | The Government of Netherlands | $1,722,569 | | The Government of USA (INL) | $1,949,976 | | UNDP-BPPS | $1,000,000 | | **TOTAL** | **$9,379,414** | |
| **Implementing party** | UNDP, Libya |
| **Evaluation information** | |
| **Evaluation type (project/ outcome/thematic/country programme, etc.)** | Final Evaluation |
| **Period under evaluation** | **Start:** October 2017  **End**: June 2022 |
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# List of Acronyms & Abbreviations

AWP Annual Work Plan

BPPS Bureau of Policy and Programme Support

CO Country Office

COVID Coronavirus Disease

Cpd Country Programme Document

CPPIA Consultative Participatory Process and Iterative Approach

CSOs Civil Society Organizations

DIM Direct Implementation

EU European Union

EUBAM European Union Border Assistance Mission

GBV Gender-Based Violence

GNA Government of National Accord

GNU Government of National Unity

GRP Government Resource Planning

HACT Harmonized Cash Transfer

HQ Headquarters

HRDDP Human Rights Due Diligence Policy

ICMS Case Management System

IE Independent Evaluation

ILEA International Law Enforcement Academy

INGOs International Non-Governmental Organizations

INL/US International Narcotics and Law Enforcement Affairs

JPB Joint Programme Board

JPTC Joint Programme Technical Committee

Lnob Leave No One Behind

M&E Monitoring and Evaluation

MoI Ministry of Interior

MoJ Ministry of Justice

MPS Model Police Station

NSAs Non State Actors

OECD-DAC Organization of Economic Development /Development Assistance Criteria

PSJP Policing and Security Joint Programme

PWDs Persons with Disability

RBAP Rights-Based Approach to Programming

RBM Results-Based Management

RoL Rule of Law

RRF Results and Resource Framework

SDGs Sustainable Development Goal

SGBV Sexual and Gender based Violence

SLCRR Strengthening Local Capacities for Resilience and Recovery

SMART Specific, Measurable, Achievable, Realistic, and Timely

SOPs Standard Operating Procedures

SWOT Strength, Weakness, Opportunity, Threats

ToR Terms of Reference

TOT Training of Trainers

TSP Tripoli Security Plan (

TWG technical working group

UN United Nations

UNCT United Nations Country Team

UNCT United Nations Country Team \

UNDP United Nations Development Programme

UNFPA United Nations Population Fund

UNHRDDP United Nations Human Rights Due Diligence Policy

UNICEF United Nations Children’s Fund

UNODC United Nations Office on Drugs and Crime

UNSDG United Nations Sustainable Development Group

UNSF UN strategic Framework.

UNSMIL United Nations Support Mission in Libya

USIP United States Institute of Peace

# Acknowledgement

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The completion of this evaluation became possible only because of the freely given time and consideration of the stakeholders and beneficiaries.

In accordance with normal practice, the contents of this report are the sole responsibility of the author and can in no way be taken to reflect the views of the United Nations Development Programme.

# Executive Summary

The overall objective of the evaluation study was to assess the extent to which the Policing and Security Joint Program (PSJP) has contributed to its intended outcomes by strengthen criminal justice institutions to respond to the security needs of the people, specifically the Libyans, migrants, and refugees. The evaluation focused on the Joint Programme Outcome that aims to ensure that the national capacities to advance safety and security in Tripoli are improved, including through more effective and public-oriented policing and rule of law services. On the other hand, the strategic outcome of the programme was that the Libyan government’s efforts, supported by the UN, to stabilize Tripoli are more likely to succeed; police operations and services can achieve a baseline level of activity, visibility, respect, and effectiveness; forces are reintegrated into host communities; and public confidence is improved in the ability of the state to provide security and justice services and in the effectiveness of the police and criminal justice institutions.

The evaluation was thus conducted from April – July 2022 and covered the entire implementation period from 01 October 2017 to 31 December 2021 extending to April 2022. The main stakeholders that were considered for the evaluation included the UNDP Management, programme and project staff (UNDP~~,~~ and UNSMIL), Libya’s rule of law personnel, particularly Ministry of Interior, Ministry of Justice, Police and judicial police, EUBAM, and communities in the greater Tripoli area.

The evaluation study both utilized qualitative and quantitative approaches to guide its methodology. The methods of data collection were document review, in-depth interviews with key informants and case studies, while the Consultative Participatory Process and Iterative Approach (CPPIA) was employed to specifically involve all key stakeholders given the complexity of the political and programming environment, including the UNDP management, programme and project staff, and Libya’s rule of law personnel, particularly Ministry of Interior, Ministry of Justice, Police and judicial police and communities in the greater Tripoli area). The evaluation went further to ensure that reference was made to the UNDP guidelines for evaluations (UNDP Handbook on Monitoring and Evaluating for Results, ~~and~~ the UNDP Guidelines for Outcome Evaluators, and the UNDP Evaluation Guidelines to support a more inclusive and participatory evaluation.

To support the data collection process, the evaluation was able to engage several key informants who included senior office bearers or department heads from the Ministry of Internal Affairs (6 respondents that is the International Cooperation Office, Quality and Performance Office, Minister’s Office, Training Department, Immigration Office, and the Family andChildren’s Office). Others included Washem Project Manager on Women’s Affairs, the H2O Project Manager on Youth Affairs, the UNSMIL Senior Police Advisor, three (3) previous PSJP Project Managers, the PSJP RoL Advisor (who is currently the Gender Advisor), the MoI Technical Committee, a staff from the MoJ and respondents from the funders, mainly the Government of Germany, Government of the Netherlands, the Government of Italy, and the US /INL (13 Respondents). While the evaluators had intended to meet at least 16 key informants, 19 respondents were reached, hence expounding on the depth of the analysis for the evaluation. As opposed to the use of face-to-face interactions, the evaluation had several limitations in directly accessing the respondents except through virtual means, emails, and phone calls.

To ensure quality and data reliability, the evaluation team considered a number of measures that included the use of the participatory approach, triangulation of methods, and selection of knowledgeable informants. The data was thus collected using different tools and channels such as voice recording, telephone interviews, use of key informant guides, document reviews that required additional use of qualitative analysis tools as well as transcription, especially for the voice recordings.

The broad key findings of the evaluation were therefore based on 4 specific outputs and the adoption of the OECD/DAC Criterion of Relevance, Efficiency, Effectiveness, and Sustainability. Other cross-cutting issues of interest include Gender Mainstreaming, Application of Results Based Management (RBM), Human Rights Based Approach, Capacity Development, and UNDP’s Role in the PSJP Implementation. The main areas of the evaluation inquiry are summarized below:

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**Relevance:** In assessing the extent to which the project objective was fulfilled and the extent to which the objective of the project will remain relevant to the political stability of the country, the evaluation focused on evaluating the Project Concept and Design, Project Implementation and Management, Derivation of Project Relevance, Strengths and Weaknesses of Project Relevance Enhancement Strategies. The evaluation results reveal that the project considered alignment its implementation to the country country’s programme, engaged relevant and key security stakeholders, was appropriate in terms of forming a long-term strategy to address the security and safety concerns of the beneficiaries, and was largely participatory. However, the design equally had some gaps, including omitting the “***‘Leave no one behind (LNOB)” principle*** where the project design was not inclusive and did not take any deliberate measures to ensure participation of persons with disability, and was gender blind.

**Efficiency:** The project had several commitments from Germany, Italy, Netherlands, US/INL and the UNDP–BPPS/CB amounting to $9,379,414.08 with only 6,296,513.80 (67.1%) consumed, hence a current balance of 3,082,900.28 (32.9%) as of April 2022. While these financial resources were committed and made available for implementation for the initial proposed 24 months, several extensions were made that generally affected both quality and scope as well as the cost of the project. The project stretched to 57 months, yet only 67.1% was consumed. At the same time, not all interventions were implemented due to the unprecedented changesin the project leadership, which had an impact on project efficiency and the achievement of desired outcomes. The evaluation did also identify concerns related to accountability and mechanisms that were put in place to support effective supervision of the project resources, as some activities were not carried out or even completed even with the approved extension.

The project management and coordination had inherent weaknesses which should be seriously addressed should there be a successor program. This ranges from adequate experienced staffing to strict adherence to the core management principles of UNDP as well as ensuring that there is strengthened coordination and reporting systems.

**Effectiveness:** The evaluation took into consideration ~~of~~ how the project progressed or achieved against the set project goals and objectives. Efforts to appraise the plan against the achieved required a comprehensive diagnosis of the social-cultural settings, the security and environment within which the project was operating, as well as the commitments to the successful implementation of the project activities. The project did make progress, including increased coordination and articulation of security concerns among Tripoli communities, strengthening synergies among security and justice actors, the establishment of a functional Joint Programme Technical Committee (JPTC), law enforcement capacity strengthening, and the project's ability to initiate the reform and restructuring process

However, some gaps were indeed identified by the evaluation team, including lack of political will, poor and ineffective administrative systems, there was poor coordination between MOI and MOJ to help address security needs in Tripoli, case management system had not yet been developed, there was no clarity regarding the media and communication capacity building programme.

**Sustainability:** In assessing conformity to the sustainability criteria, the evaluators considered mainly three (3) areas; the availability and structure of the sustainability plan,; the strengths and weaknesses of the programme sustainability plan; and the opportunities and challenges to programme sustainability. The project put in place several pillars to support its sustainability plan, including developing the capacities of individuals, systems and institutions (justice, security, and political), channelling of project resources to deliver necessary police reforms, human resource management (including vetting) and executive capacity assistance to support justice and police services. However, given the fragility of the project environment, political instability, ongoing conflict, and the limited reach of state institutions in Libya were by far the most threatening factors to sustaining the project’s success. Additional gaps include the absence of a National Development Plan and limited financial resources.

**Gender Mainstreaming:** This being a key programming area, the evaluation was keen on assessing the extent to which the project integrated strategies that would create equality between men and women. Some of these included how the project ensured that women were involved in project decision making, how the rights of women/girls were respected; establishing systems that would protect the fundamental interests of women/girls; and how the project was deliberate in identifying risks that would address the plight of women. While efforts were made towards promoting gender programming, the project was generally gender blind. Gender statistics were missing, and so were efforts to ensure that a plan was designed to ensure that there was gender-specific data collection and analysis by the project.

**Application of Results Based Management (RBM):** Specific attention was to be placed on achieving results as a project. The principle was to have the necessary mechanisms and systems in place to guide M&E management for the project. Evidence shows that adoption of an Integrated Case Management and Tracking System~~,~~ and the establishment of a revised SMART M&E Framework were supposed to be supported by regular monitoring visits, evaluations, and review exercises. However, the reporting was generally affected by the absence of a full-time M&E officer as well as a consistently functional project manager.

**Human Rights Based Approach:** This was key to the success of the project as aspects of inclusivity, protection of human dignity, rule of law, accountability and empowerment of individuals, mostly the marginalized, were important in instituting a human rights-based approach for the project. The untamed fragility of the political environment was a critical aspect of the success of the project. The resulting failure of for instance, it was noted that observance of the human rights obligations by the security state actors was generally challenging, whether in the police or the prison forces.

**Capacity Development:** Several successes were registered in this area as a number of capacity building activities were carried out. These included institutional capacity for the judicial police, line ministries, state actors, and the criminal justice institutions, amongst others. Also, there were structural improvements to support on-going training~~s~~ as well as recruitment of experts to support the development of curricula.

**UNDP’s Role in the PSJP Implementation:** Principally, the UNDP played a key role in the establishment of the project. These were not only limited to resource mobilization and disbursement but also played a functional role in establishing effective coordination and project support mechanisms.

Conclusively, despite the challenges faced, the PSJP programme was fairly well thought out to address the justice and security challenges in Tripoli~~;~~ and was able to achieve many of its targets. The design put the development of individual capacities, systems, and institutions at the forefront of the programme~~s~~ interventions, which ensured the involvement and participation of key state institutions and fostered national ownership. The programme was relevant and addressed the justice and security related security-related needs of Libya as a country~~,~~ through reforms.

**Key lessons learned included include among other**

* The importance of designing programme interventions that are informed by research,
* The importance of continued engagement with national counterparts cannot be downplayed,
* It was also found that the availability of government/local policy and regulatory frameworks increases sustainability,
* Involvement and participation of the citizenry, local institutions and structures enhance national ownership:
* The involvement of nationals, citizens, local institutions, as well as key state actors enhances national ownership, which supports the sustainability of the project results and interventions.
* The development of a donor coordination matrix increases the efficiency and effectiveness of the program.
* Inclusion of Gender-GBV and Human Rights aspects
* Additionally, as gender issues~~,~~ and human rights are critical in Libya, and are central in development and humanitarian programmes,
* The development of a donor coordination matrix for partnership enhancement to minimise the duplication of donor activities
* Amplifying and paying special focus on gender and human rights aspects at the design stage enriches the program and leads to greater project impact on women’s rights violations.
* It also increases program relevance as it’s aligned to global humanitarian and development agendas such as Agenda 2030, i.e., inclusion, leaving no one behind (LNOB), gender, and equality among others.
* Interventions focused on building the capacity of national counterpart staff are crucial as they ensure that there is effective
* Developing and systematically implementing an integrated criminal justice system in a volatile situation is a challenge
* Clearly communicating, clarifying UNDP expectations, systems, and processes
* UNDP emphasizes and adopts Results-Based Management (RBM), Harmonized Cash Transfer (HACT), and the Rights-Based Approach to Programming (RBAP).
* Effective communication and feedback mechanism.

The RoL Capacity needs assessment; the establishment of coordination mechanisms; the proper sequencing of program activities; a participatory approach to project management; gender inclusion; and the formation of necessary and review of existing constitutional reforms are all examples of PSJP best practices.

On the **overall the recommendation** is the need for a successor programme to consolidate and build on the gains as well as address other security and justice chain delivery systems and mechanisms especially the ICMS and GRP.

There is need to strengthen and enhance project management and coordination mechanisms as well as stakeholder’s engagement, strengthening M&E function and reporting mechanisms through Results Based Management (RBM), development of an Exit strategy, Integrated Case Management System (ICMS) should be a stand-alone project, Strategies at project design stage, need for further resource mobilization, Participation of national stakeholders in the design process, Mobilisation of the Citizenry behind the justice and security process, and broadening and expanding the scope. As well as bringing on board other key stakeholders such as NSAs, Bar Associations, Academia, In future the programme should also integrate the Leave No One Behind principles as well as its various marginalized categories like PWDs etc etc

# CHAPTER 1: Introduction & Description of the Programme

This independent evaluation was conducted by ***Cliff Bernard Nuwakora*** under the auspices of the UNDP Libya Country Office.

## **1.1 Rationale for the Evaluation at the time:**

The PSJP, in collaboration with the strategic partner UNSMIL, commenced its implementation in October 2017 and the period was extended up to June 2022. Having drawn to the close of the programme life, it was deemed necessary to conduct a final evaluation of the PSJP.

Overall, as a process and result oriented evaluation, the final evaluation was an impartial assessment that sought to assess the extent to which the PSJP has contributed to its intended outcomes by strengthen the criminal justice institutions to respond to the security needs of the people (Libyans, migrants, and refugees). The evaluation, guided by the OECD/DAC evaluation criteria that focuses on evaluating the programmes’ relevance, effectiveness, efficiency, sustainability, and impact; also assessed and highlighted the intended and unintended consequences (both positive and negative) of implementation to date and generated recommendations to inform programme implementation during the next phase. More specifically, the evaluation was designed to achieve the following objectives.

## **1.2 Primary audience of the Evaluation**

The evaluation results will be used by UNDP management, programme and project staff, and Libyan stakeholders. The evaluation team will undertake consultations and one-on-one interviews with all these stakeholders. The evaluation team will use gender-responsive methodologies and tools to ensure that gender specific issues are captured. Several key elements of this evaluation, that follow global practice, are that it will be independent and impartial, conducted by an external evaluator, and guided by an Evaluation Reference Group.

## **1.3 Structure of the Evaluation Report**

As such, this report presents the findings of the Final Evaluation of the Policing and Security Joint Programme. The report has been structured in line with the UNDP\_Evaluation Guidelines on reporting. It has a total of eight (8) chapters and preliminary pages that broadly discuss the general background of the project with particular focus on the project context, project intervention logic/Theory of Change which lays a foundation for the terminal evaluation. The evaluation scope, as well as the approach and methodology it adopted, the evaluation findings are based on the OECD/DAC evaluation criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability) which form the basis of the discussion of the degree to which UNDP’s programming principles (Gender mainstreaming, Human rights-based approach, and Results Based Management) as well as the general conclusions, lessons learnt, best practices, and recommendations.

# CHAPTER 2: Description of the Intervention

## **2.1 Programme background and context**

Libya continues to face varied challenges in its transition to democratic rule in the aftermath of the 2011 Uprising. However, the country has been unable to establish functional governance and sustainable peace. Various levels of violence have slowed development. Despite ongoing security challenges, prospects for a comprehensive political agreement to end the conflict in Libya have improved with the establishment of the Government of National Unity (GNU). Despite the severe challenges, political uncertainty, and limited enabling environment, it remains essential to provide support to rule of law institutions, many of which have been severely weakened. Recent protests in Libya against impunity after the discovery of mass grave sites ~~has~~ have reaffirmed the peoples’ demand for justice as a precursor to any political settlement. United Nations Development Programme (UNDP)/ United Nations Support Mission in Libya (UNSMIL) “Policing and Security Joint Programme” (PSJP) provides support to the Rule of Law sector and was aligned with the Country Programme Document (CPD) Outcome 3 “Libya successfully manages a transition to a state founded on the rule of law.”

The current phase of the project was developed in 2017 and awarded multi-year funding from the Governments of Germany, Italy, Netherlands, the United States Department of State’s Bureau of International Narcotics and Law Enforcement Affairs (INL/US), and the UNDP Bureau of Policy and Programme Support (BPPS). The Policing and Security Joint Programme supports rule of law institutions at the Ministry of Interior (MoI) and Ministry of Justice (MoJ). The Police Service personnel working under MoI and Judicial Police personnel working under MoJ are the direct beneficiaries, indirect beneficiaries, are communities to whom rule of law institutions are providing services, including vulnerable populations in the greater Tripoli area.

The entry points for assistance targeted by the PJSP are derived from extensive analysis and experience of the Libyan security and justice sectors, both substantively and operationally. In recognition of the political and security developments in Libya and related opportunities to enhance stability in Tripoli and avert the further erosion of institutional capacities, the PSJP was designed to support criminal justice institutions to advance security and the rule of law in Libya’s capital. Initially, the joint programme was intended to provide a coherent framework of assistance to the then Government of National Accord’s (GNA) efforts to strengthen security and the rule of law in Tripoli, which could be emulated elsewhere in Libya later. However, after 18 months of active conflict in 2019, notwithstanding the positive momentum created by the ceasefire agreement and the peaceful transfer of power to the Government of National Unity (GNU), Libya continues to face daunting challenges, most pressingly in the security arena. Disagreements over the composition and control the security forces and the lack of integration of influential armed groups under a unified command and control structure, mean that some of the major drivers of conflict remain unresolved.

Although the MOI seems to continue working under a unified institutional structure even during the political division of the government between east and west, policing institutions at the local level have been loyal to the political power according to the geographic location and the local political and economic context. The divergence is such that local branches of the same institutions can have opposing cultures and strategic priorities and respond to different political incentives. One of the biggest challenges for the reform of the security sector in Libya is to find a coherent and harmonized framework that encompasses security actors who have very different and sometimes conflicting political, ideological, and economic interests. A preliminary analysis of the local context, including the main formal and informal actors and the social and economic specificities, should take place before identifying the approach and the intervention strategy.

Though changes in leadership in the Ministries of Interior and Justice resulted in slowing down implementation, the joint programme continued to support MoI and MoJ working under the GNU. The joint programme during implementation, to effectively respond to the conflict-situation, programmatic support to rule of law institutions has been guided by the United Nations Country Team (UNCT) Programme Criticality Analysis and conformity to the United Nations Human Rights Due Diligence Policy (UNHRDDP). In addition, the joint programme is aligned with the UN Strategic Framework, Area 3: Public Administration and Governance); Area 4 (Human Rights, Transitional Justice and Rule of Law; UNDP CPD Outcome 3: Libya successfully manages a transition to a state founded on the rule of law; and Sustainable Development Goal 16: Peace, justice, and strong institutions.

## **2.2 Programme design and implementation**

In the light of the country and security sector context described above, the joint programme supports the rule of law institutions for institutional capacity building in terms ~~or~~ of developing policies documents. Implementation of this policy document~~s~~ would empower rule of law personnel with a human rights-based approach, gender and conflict responsiveness, while providing services. Based on detailed context assessments, capabilities, and in consultation with Libyan stakeholders, the following priority areas have been identified for programmatic engagement as follows:

**Joint Programme Outcome**: National capacities to advance safety and security in Tripoli are improved, including through more effective and public-oriented policing and rule of law services.

1. *Output 1: Structure, roles and resourcing of local police and criminal justice institutions clarified and prioritized according to identified needs in Tripoli.*
2. *Output 2: Effectiveness of law enforcement and prison service delivery in Tripoli improved through provision of training and technical and material assistance.*
3. *Output 3: Ministry of Interior enabled to better assess and provide feasible reintegration and demobilization options for members of armed formations.*
4. *Output 4: Ministry of Interior provided with capacity development and organizational assistance*

**Strategic Outcome**: Libyan government efforts, supported by the UN, to stabilize Tripoli are more likely to succeed; police operations and services can achieve a baseline level of activity, visibility, respect, and effectiveness; forces are reintegrated into host communities; public confidence improved in the ability of the State to provide security and justice services and in the effectiveness of the police and criminal justice institutions.

**Programme a theory of change:** A theory of change underpinning the programme is elaborated around the preconditions and change pathways of;

1. *If the MOI can assess, clarify, and update the structure, roles and resourcing of police directorates and services, take on board better community-led policing practices and if similar work can be done to improve coordination with the MOJ, prison management services, and related institutions, and;*
2. *If the MOI and MOJ can be provided sufficient capacity development and organizational assistance to do so – in the form of better strategic planning, project management and delivery, human resources and vetting, and better administrative processes;*
3. *Then UN joint programme partners can better support the MOI and MOJ in improving the effectiveness of police and prison service delivery in Tripoli, and militate better against risks involved in training and technical and material assistance, and;*
4. *Then improved state security services, executive and administrative capacity, and the ability to provide stronger law enforcement and justice services reduce the incentives for ongoing mobilization of armed groups within the communities. This increases opportunities for credible, long-term options for* reintegrating and demobilizing its armed formations into society.

**Programme Programme activity Programme Output Programme Outcome Impact**

**Figure 1: PJSP Theory of Change**

*Clarify and codify the organizational structure, Staffing numbers and duties, and governance/accountability mechanisms among Police HQ, branches, stations and specialized services, and between police and prison facilities.*

*Develop appropriate training curricula for police and judicial police, and ensure that training curricula support long-term harmonization of capacities between pre- and post-2011 intakes.*

*Conduct crime and victimization trends survey for Tripoli with technical advice to police and prisons management on survey design, analysis and planning, to help inform policing and criminal justice priorities and responses in Tripoli.*

**Output 1:** Structure, roles and resourcing of local police and criminal justice institutions clarified and prioritized according to identified needs in Tripoli.

*For police and judicial police, assess (a) training needs (Drawing where necessary on previous needs assessments); and (b) equipment and system’s needs.*

*Assess prison facility security and security requirements for judges and prosecutors in locations in Tripoli.*

*Review and develop relevant SOPs (consistent with broader government reform efforts) such as on coordination between police and judicial police, communications flow, police operations and community policing, pre-trial detainee and prisoner tracking and case management, and prison management.*

*Assess acceptance and implementation of Law No. 5 and related legal instruments governing Libya’s prisons, and develop a clear conception of the purpose of imprisonment and an articulation of prisoners’ rights.*

*Establish vetting/selection and human resourcing plans and oversight procedures for police & prison personnel in Tripoli consistent with Libyan training and staffing needs as well as donor and UN human rights due diligence requirements.*

*Conduct (and as appropriate build capacity for) training for vetted police and prison officers in Tripoli, to support critical policing/prison services, to include minimum standards for treatment of prisoners and detainees.*

**Output 2:** Effectiveness of law enforcement and prison service delivery in Tripoli improved through provision of training and technical and material assistance

*Support the development of a holistic community based policing model for Tripoli including through engagement with civil society and rule of law service providers (e.g. via justice & security working groups), and providing relevant technical and material assistance for its roll-out.*

*Provide systems development and limited equipment for critical policing and rule of law services (including work on strengthening case management systems and improving linkages between police, public prosecution,*

*MOI/MOJ investigative facilities, judicial police, and*

*enforcement of judgments.)*

**UNSMIL/UNDP Policing & Security Joint Programme (1 October 2017 – 30 September 2019).**

**JOINT PROGRAMME OUTCOME**

National capacities to advance safety and security in Tripoli are improved, including through more effective and public-oriented policing and rule of law services.

**SUSTAINABLE DEVELOPMENT GOAL: SDG 16:**

Promote just, peaceful and inclusive societies

*Conduct strategic communications campaign in Tripoli aimed at improving public awareness of criminal justice and policing services, codes of conduct, crime reporting and police complaints procedures*

*In support of MOI efforts to review and update assessments of armed formations under the purview of the police, support the Committee on Reintegration with capacity-building on statistical data collection and management, including in the area of personnel records.*

*Provide DDR solutions for circa 100 (pre-identified) post-2011 entrants to the MOI.*

Output 3: Ministry of Interior enabled to better assess and provide feasible reintegration and demobilisation options for members of armed formations

*Support MOI with analysis on, and implementation of arrangements for, alternative (non-public sector) employment opportunities, and psychosocial support options, for members of armed formations participating in MOI demobilization efforts*

*Support the Minister and DM office with statistical data analysis training and information-based planning with a view to advancing DDR processes in Libya.*

*Support the Office of the Minister of Interior and deputy ministerial offices with capacity building on strategic planning, organizational reform, and project management and delivery*

*Support MOI reforms and capacity-building in the areas of budget, procurement and facilities management*

*Support MOI implementation of civilian oversight and accountability mechanisms, systems and procedures (e.g. governance, audit, and codes of conduct, etcetera.)*

*Support MOI reforms in the areas of human resources management and systems, including payroll management, conditions of service, etc.*

*Conduct training on strategic planning, project management, communications and leadership development with the Ministry of Interior and National Security Directorate.*

Output 4: Ministry of Interior provided with capacity development and organizational assistance

Through a results chain, the project’s lower-level results (activities) were expected to have been informed by higher-level results, and on the other hand, the lower-level interventions and results were envisaged to support the realization of higher-level results, as indicated in the figure above. The extent to which the project’s theory of change/intervention logic has materialized formed the central piece of this evaluation.

# CHAPTER 3: Evaluation Scope and Objectives

## **3.1. The Final Evaluation Scope**

The independent evaluation scope focused on the second phase of the Policing and Security Joint Programme, and covered the entire programme implementation period from 01 October 2017 to 31 December 2021.

Technically, the evaluation focused on assessing the diverse range of activities in the Results and Resource Framework (RRF) and the Annual Work Plan (AWP). It assessed the effectiveness of the implementation strategy, as well as reviewed the project design, assumptions, and development processes made at the beginning of the project. It also assessed the extent to which the programme results had been achieved against their set targets, the actual or envisaged long term changes created or likely to be accelerated by the programme, the likelihood of results continuity beyond the project implementation period, and also documented and articulated the lessons learnt and the best practices so as to generate and recommend areas for improvement and learning.

## **3.2. Evaluation of Specific Objectives**

1. *Ascertain the progress towards achieving agreed outputs and targets,*
2. *Determine appropriate measures for refocusing joint programme strategies,*
3. *Highlight areas of strength and opportunities for achieving the desired joint programme results, and Capture lessons learned effectively.*
4. *To establish and document the positive impact and any unintended consequences of activities and their relevance to the overall strategy, to validate results in terms of achievements toward the outputs; to examine to what extent interventions supported co-existence efforts, strengthened and empowered and enhanced participation of vulnerable groups, particularly in decision making and resource~~s~~ sharing*
5. *To document lessons learned, best practices, success stories, and challenges to inform future initiatives.*
6. *To develop well-informed recommendations on future programmatic vision, including processes and governance mechanisms.*

## **3.3. Evaluation Criteria**

The evaluator framed the evaluation work following the United Nations Evaluation Group (UNEG) norms and standards, and OECD–DAC evaluation criteria and standards on evaluation: (a) relevance; (b) coherence; (c) effectiveness; (d) efficiency; and (e) sustainability, and lessons from the project.

# CHAPTER 4: Evaluation Approach and Methods

## **4.1. Evaluation Design**

The evaluation used qualitative and quantitative participatory methods and tools of data collection to adequately capture information from the different stakeholders based on their roles and involvement in the implementation of the programme. To be able to generate evidence‐based, credible, reliable, and useful information and also enhance the validity of the evaluation findings, the evaluation adopted a Consultative Participatory Process and Iterative Approach (CPPIA) involving all key stakeholders who in one way or another participated in the designing, planning, and implementation of the PSJP project.

Specifically, the evaluation focused on capturing responses from stakeholders who were involved in project designing, planning, financing, monitoring and supervision, and implementation of the PSJP programme. It is additionally planned to interact with the programme beneficiaries *(i.e., UNDP management, programme and project staff, and Libya’s rule of law personnel, particularly Ministry of Interior, Ministry of Justice, Police and judicial police and communities in the greater Tripoli area.);* and other community members. However, due to continuous conflict and the insecurity in some of the locations, the consultant was unable to interview the beneficiaries at community level.

## **4.2. Evaluation Approach**

Principally, the evaluation captured evaluative evidence that answers three fundamental evaluation questions summarised in figure 2 below.

Figure 2: Fundamental Evaluation Questions.

## **4.3. Sampling Strategy**

Due to the constraints related to time and resources, the evaluation took on a strategic approach to sampling and data collection. The purposive sampling approach was used to strategically identify and select the key informants cognizant of their relevance in providing in-depth information for the evaluation. Overall, a total of 24 key informants positively responded to the request for consultation meetings.

## **4.4. Evaluation Methodology**

With strict observance of COVID-19 SOPs, evaluation adopted highly flexible methods to collect and analyze data from identified stakeholders. The data collection, phase which formed the largest part of the evaluation and basically focused on conducting virtual and, in a few cases, physical interviews with stakeholders as deemed necessary. The data was collected using qualitative and quantitative data collection methods to enhance the validity of the results, as discussed below;

* + 1. *Data Collection Protocol*

In order to ensure credibility and reliability of the data collected, the data collection process undertook four key steps to (i) identify data gaps/ issues, and opportunities for collecting data so as to determine the data that needed to be collected, (ii) A time frame for collecting data was developed, (iii) the data collection methods to utilized were determined and data collection tools were developed, (iv) The data collection tools were used to collect data from various primary and secondary sources, (v) finally, the collected data was analyzed and findings used to write a report that shall inform future programming.

*4.4.2 Methods of Data Collection*

* 1. ***Primary sources: interviews and field visits***

Primary data was collected using both virtual and online data collection techniques. Separate questionnaires were developed for key informants and tailored where necessary for semi-structured interviews and data/information. The data included information from vigorous consultations, interviews, and/or FGDs with the stakeholders, where possible, partners, and beneficiaries. Due to insecurity, physical field visits and interviews were impossible to undertake; as such, the programme team supported the evaluation activities by making appointments for key informants to be interviewed virtually using Zoom, Microsoft Teams, and, in some cases, telephones. The project team additionally supported the evaluation by translating the questions during the interview where necessary. The following tools were used to collect the data required for terminal evaluation.

Overall, a total of 24 key informants were interviewed, of which 7 were female and 17 were male. The Key [informant interviews were conducted with the UNDP PSJP team & and UNSMIL PSJP team, the technical Committee Members from the Ministry of Interior Joint Programme & the Ministry of Justice Joint Programme, as well as PSJP Donors & Partners.](#_KII_Guide_III:) Due to heightened insecurity in the study locations, the focus group discussions targeting community members were not conducted, as there were challenges in mobilization mobilizing of the targeted respondents.

* 1. ***Secondary sources – desk review of relevant documents***

An In-depth desk analysis on the different program reports to gain insights into the project implementation processes, changes in course (if any), achievements, and challenges elicited information relevant to the evaluation question was conducted. For instance, administrative records and monitoring data from PSJP aided the assessment of the appropriateness of the project design and frameworks, operation processes, and enumeration of project activities, outputs, and, to some extent, outcomes. Also, information generated from previous project reports, commissioned studies, etc. will aid in the assessment of program performance and achievement of its planned results, as well as identification and compilation of important lessons learned during the course of implementation. In addition, review of relevant documents will enable the team to pick out key recommendations for future program interventions and reveal the contextual realities that future actions should respond too. Key documents to be reviewed shall include sector related and relevant government policies, strategies, UNSMIL-UNDP PSJP programme document, quarterly and annual reports, assessment and evaluation reports, and any other relevant documents.

*4.4.3 Gender and PWD Inclusiveness of the study methodology*

Impartiality and independence were observed in the selection of respondents for interviews and analysis. To the extent possible the final evaluation ensured gender as well as PWD representation among the respondents to be interviewed. In order to ensure gender representation of the respondents for the evaluation, deliberate effort was made to reach out and interview any of the identified female or PWD key informants. Additionally, although the project reports did not disaggregate data on the result indicators, as it was captured qualitatively; where possible the final evaluation disaggregated the data by gender and physical ability status.

## **4.5 Data Management and Triangulation**

*4.5.1 Data Management*

1. Qualitative data was collected via virtual means due to the COVID-19 pandemic outbreak that could not allow the consultant to conduct person-to-person interviews. This hampered the collection of much more enriched data and stakeholder guided analysis. Interviews with carefully selected stakeholders using on-line methods (mailed interview guide and telephone interviews) were conducted. Evaluation data was collected from key stakeholders from UNDP, as well as Government Institutions that participated in the implementation of the PSJP were interviewed.

Thematic analysis (i.e., using radial diagrams to present main themes and sub themes, explanation building, and conclusions), discourse analysis technique, and content analysis technique were used to analyse and synthesize qualitative data from reviewed literature and recorded KIIs. Overall, the process will involve data deduction, data visualization, and conclusion drawing. The findings and results were synthesized, consolidated, classified, summarized, and interpreted during the data analysis process.

1. Quantitative data on the other hand that was extracted from secondary data sources (M&E databases and project reports) was recorded in MS-Excel to support analysis and graphical/ visual presentation of the data were necessary.

*4.5.2 Data Triangulation*

The data from the various sources were triangulated to minimize the possibility of errors and discrepancy; ensure the reliability and quality of information/data collected, as well as support the drawing of conclusions and produce a comprehensive report that adequately addresses the assessment and analysis requirements as per the ToR. The data on cross-cutting issues of gender equality, women empowerment and vulnerability was segregated during analysis.

After synthesis and interpretation of the information from different sources, The final evaluation report, was developed following the report structure given and giving a clear descriptionthe key study objective of the assignment, an introduction, Description of context, study purpose and objectives, and scope, Study methodology and limitations, Study findings, conclusions and recommendations, references and annexes.

**4.6 Limitations of the Evaluation**

**Delays in data acquisition:** The evaluation process was greatly affected by the delays in the acquisition of key relevant data. This led to delays in the completion and submission of key study deliverables. To address this, the evaluation referred to the available secondary data where necessary.

Relatedly, there were **delays in securing meetings with relevant key informants for consultations and interviews** to be undertaken. This also led to delays in the execution of the assignment. This was countered and minimized by working closely with the PSJP project team in Libya to schedule interviews.

and minimized by working closely with the PSJP project team in Libya to schedule interviews.

**The insecurity and political instability in Libya:** This prevented the evaluator from travelling to the field and making keen observations for ground evidence. In order to counteract this the evaluator used digital methods of data collection that included virtual and telephone interviews were necessary.

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# CHAPTER 5: Evaluation Findings

The presentation of the findings is organized in accordance with OECD/DAC evaluation criteria and ~~is~~ are centered on answering the evaluation questions in the ToR (see annex 2). The findings serve as the basis of the lessons learned, best practices and recommendations presented in the last section of this report.

**5.1. Project Relevance**

While relevance assesses the extent to which the expected outputs and outcomes are justified and remain relevant to beneficiaries assessed needs the, country’s policies, and the donor’s priorities it is critical that the short‐term and long‐term gains of the project are equally taken in to consideration. The evaluation therefore sought to assess the extent to which the project objective was fulfilled, the extent to which the objective of the project will remain relevant to the political and financial stability of the country, and critically examine whether the design of the project addressed the core needs of the key stakeholders and the validity of the intervention’s theory of change.

**5.1.1. Project Concept and Design**

Determination of the success criteria for the Policing and Security Joint Programme was based on the evaluator’s assessment of how the implementers planned out the ideas, processes, resources, and deliverables of the intervention as a whole. Information gathered from existing reports does indicate that the project was to a large extent conceptualized and therefore designed as envisaged by the stakeholders. Evidence reveals that the design of the project took into consideration the aspects of integrating mechanisms that support security assessments, case management as well as coordination and partnerships with existing security structures. For instance, the project design makes consideration to Outcome 3 *“Libya successfully manages a transition to a state founded on the rule of law.”* for the Country Programme Document (CPD) for Libya that broadened the implementation strategy to be all-inclusive in regards to alignment to the national planning processes, wider network consultations, institutional support from existing structures, strengthening partnerships and effectively implementing accountability practices. The Program was also aligned with SDG 16 (Peace, Justice and Strong Institutions).

Likewise, guided by the need to integrate effective processes, the evaluation also revealed that the project took into account the need to establish teams to carry out security assessments to guide effective implementation of the intervention, establish structured working committees, joint technical groups; ~~as~~ and carry out specialized training for the security teams. The assessment would generally suggest that the project addressed a genuine concern in the intervention area given the fact that the project formed part of a coherent national security programme. At the same time, the project design according to reports provided did indicate that there were reasonable expectations that adequate national resources (mainly technical and human resources) were committed to the project.

However noticeable gaps such as the omission by the project designers to align the project to the ‘Leave no one behind (LNOB) principle that is critical as an unmistakable commitment to end all forms of exclusion, inequalities as well as poverty eradication. The design similarly did not take into consideration the social and cultural roles and responsibilities of women/girls and men/boys leading to gender blindness in its programming. Other key considerations not taken into account in the design were gender-sensitive breakdowns that should have included gender disaggregation to specifically capture and track indicators by gender in terms of numbers and percentages of women trained, women in decision making, support structures geared towards engaging women/girls as well as social indicators such as access to justice.

**5.1.2. Linkages with UN Strategic Frameworks**

The evaluation further assessed how the project was linked to existing frameworks including but not limited to mainly the UN strategic Framework (UNSF), and the Sustainable Development Goals (SDGs) as well as the Country Programme Documents (CPDs) as detailed below.

**5.1.2.1. UN Strategic Framework (UNSF)**

The evaluation did gather the information that implied that the Strategic Framework was aimed at providing an integrated approach to responding to developmental priorities. This was specifically to ensure that programmes such as the Policing and Security Joint Programme were implemented in a strategic and coordinated manner while considering that there was a need to build on existing activities based on the political and humanitarian spheres of the benefiting communities. Effectively therefore, the evaluation identified several underlying achievements in these areas where the programme took into consideration the need to firstly assess the political challenges by strengthening coordination of political actors in the design of the project. Secondly taking consideration of what needs to be implemented to galvanize political and economic progress mainly through making reference and guidance from the action plans developed by the UN to support institutionalized management of the political and security structures such as making direct efforts towards supporting a legitimized political and legal framework. At the same time through direct involvement of the UN to support programming response, the program supported increased interagency and joint programming approaches while ensuring that implementation considered strengthening synergies between the various UN interventions and achieve common objectives. Additionally, governance and rule of law, institutionalizing social protection systems and substantially imbedding the 2030 agenda of empowering women, gender equality, leave no one behind amongst others was at the core of the programming of the intervention hence confirming its strong linkage to the *UN strategic Framework.*

It is for this reason that the evaluation team noted that despite several challenges that affected the implementation of the project such as the fragile political environment, human resource stability the programme was able to underpin the need to mainstream sustainable development approaches and described in the UNSF, there was improvement in coordination and communication amongst the UN systems as it was the case with the international and national partners, the establishment of a joint technical working group and increased consultative approaches to foster effective decision making.

**5.1.2.3. Sustainable Development Goals (SDGs)**

In response to the question of whether the programming is aligned to the SDGs, the evaluation team identified several key aspects. Firstly, the programme was designed based on the UN’s Strategic & Cooperation Frameworks that directly link the intervention to Agenda 2030. Secondly, the programme ensured that there was mapping of the intervention was made to the SDGs as was the case with establishing structures that were logically linked to the SDGs. Accordingly, the programme derived its design from Country Programme Documents (CPDs) and there was a clear pathway directed towards achieving Agenda 2030. It is from this that the evaluation team confirms that there were interconnections to some of the core SDGs mainly Sustainable Development Goal 5: Human Rights, Gender Equality and Women’s Empowerment; Sustainable Development Goal 10: Reduced Inequality; Sustainable Development Goal 16: Peace, Justice and Strong Institutions; Sustainable Development Goal 17: Partnership for the goals; Leave No One Behind.

**5.1.2.4. Country Programme Documents (CPDs)**

Alignment to the organisation’s planning processes of the UN was key for the evaluation. The Country Programme Documents (CPDs) as derived from the UNSF were in essence geared towards strengthening the programme’s capacity to effectively coordinate and plan the logical flow outcome levels and prioritizing them according to the SDGs. Cross cutting issues that fit within the programme documents such as coordination, cohesiveness of the key actors, strengthening synergies amongst the funding and political actors as well as related security, gender, human rights and environmental concerns were important for the programming. Other areas that need to be looked into include how holistic the programme was in terms of inclusivity of the UNSP plans and approaches as well as the general programme integration ~~to~~ with other related regional policing and security programmes. This was also important in assessing how the programme activities, outputs and outcomes were measured against CPD’s guidelines. To validate this, the evaluation noted that the programme was able to integrate the intervention ~~to~~ into the national development plan, support a more coordinated political platform to spur the actors to directly contribute and participate in the implementation, establish studies that guided a more coordinated M&E approach, ensure that gender mainstreaming was embedded in the programming and there was capacity strengthening of the key stakeholders mainly in the justice, security and political sectors.

**5.1.2.5. Gaps to the Linkages**

While the programme demonstrated the capacity to synergize with existing frameworks as indicated above, some elements were lacking to that effect. Effective strengthening of the intervention’s capacity to be linked to the frameworks required the programme to be strongly supported by political consensus given the fragility of the environment within which the intervention was operating. The evaluation also noticed that the indicators (result matrix) were not realistically set hence impacting on the implementation team’s ability to effectively conform to UNSF’s recommendations of strengthening the programmes’ capacity to effectively plan, implement and monitor the achievements of the intervention. The operational plan for the programme was equally unclear as were some indicators that were difficult to measure. Consequently. There were implications for the programme’s quality of intervention, scheduling and completion of activities as well as establishing a feasible sustainable plan.

**5.1.3. Derivation of Project Relevance**

The appropriateness of the Policing and Security Joint Programme is further seen by its demonstration to fulfil its purpose for implementing this particular project to key concerned parties that were either directly or indirectly affected by the intervention. Additional evidence from the reports provided indicate that additional technical support was provided through establishing technical working groups guided by approaches such as participatory workshops, problem tree and surveys to identify and analyze the actual problem at hand; carried out a stakeholder analysis; undertaking a detailed situation analysis to contextualize the problem based on tools such as the SWOT analysis, resource mapping, community meetings, historical analysis; developed the most appropriate project strategy for implementing the project; considered identifying and analyzing risks and assumptions that could impede the relevance of the project against the expected outcomes and finally developed a framework that would guide effective implementation of the project to the targeted beneficiaries and therefore influence the project outcomes.

The evaluation also provides ground for which the project was largely considered relevant given the fact that the project supported action plans for family and child protection units. Additionally, the project established and successfully developed rehabilitation programmes, and carried out justice reform training, strengthened women’s participation in decision making and rehabilitation of training facilities.

**5.1.4. Strengths and Weaknesses of Project Relevance Enhancement Strategies**

The evaluation likewise investigated opportunities and challenges that affected the relevance of the strategies established to effectively implement the project. To operationalize the strategic objectives of the project, the intervention initiated the process (i.e., identified and listed requirements) of establishing an integrated case management system that was aimed at providing a platform for electronic tracking and monitoring of cases. Additionally, a coordination mechanism to involve key security and government actors was established. Also, database management systems to track project progress as it was with initiating operational planning in election security amongst other strategies as well as accountability and risk management mechanisms were established. However, evidence reveals that there were equally some shortcomings such as a lack of political will from existing security and political structures. Other reports did indicate that there were significant challenges in regards to the political instability and fragmentation of security institutions, failure to assess the residual risks exuberated by the political conflicts, failure to manage political changes and the inadequate capacity to implement affectively the agreed upon action plans.

Additionally, with the absence of a National Development Plan to articulate the national security concerns and strategic focus in regards to safety and security, the programme faced limitations in ensuring the correct focus of its interventions and the opportunity to leverage national efforts for safety and security. At the same time, the multi-dimensional complexities surrounding the security actors challenged the extent to which the project was able to institute long-term benefits for the nation. This also meant that for the programmme to leverage any synergies would require a significant proportion of the programme time and resources to be channeled to strengthening the government’s capacity to form a trusted and dependable structure to support the existing security partners.

The presentation of the findings is organized in accordance with OECD/DAC evaluation criteria and is focused on answering the evaluation questions in the ToR (see annex 2). The findings form the basis of the lessons learnt, best practices and recommendations presented in the last section of this report.

**OVERALL ASSESSMENT OF PROJECT RELEVANCE**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Score** | **1** | **2** | **3** | **4** | **5** |
| Very Poor | Rather Unsatisfactory | Satisfactory | Good | Excellent/Highly Relevant |

**5.2. Project Coherence**

The evaluation team understood that the programme was financed, implemented, reviewed, and evaluated based on 2 dimensions of coherence (internal and external). The internal coherence looked at the pyramid and the correspondence of the project objectives and how they had an impact on each other. On the other hand, the external coherence looked at the interaction of the project objectives and the interventions from other implementing partners. The internal coherence thus focused on the consistency between the project goals and objectives while the external mainly focused on the consistency of the project objectives with the overall program policy of the funders or implementing entities as well as the existing national priorities.

**5.2.2. Programme Internal and External Coherence**

The evaluation further looked at how the different state, security, funding and community actors participated but also galvanized interlinkages to support the intervention. This was largely context based as the complexities of the environment within which the programme was being implemented required harmonization and consistency in approaches without compromising the needs of the beneficiaries. Likewise, the need to ensure that the role of the programme was to support existing structures and or engage other entities was key as there were wide consultation by the programme to draw consensus. The evaluators did further find out that the programme took into consideration a multi-facet approach as a way of guaranteeing the existing support structures to strengthen collaborations as well as mechanisms that would sustain the project benefits without necessarily creating duplication of interventions.

**5.2.3. Linkages to National Priorities**

It was important to understand the extent to which the project was linked to national priorities. Accordingly, several structural changes were identified by the evaluation team to affirm that there was the conformity of the project to the national priorities including influencing and advancing the unification narrative, advancing the peace building process, and engaging a broad spectrum of national and community stakeholders to form a wider opinion in regards to the project’s relevance to the political and security situation. More emphasis was also placed upon how the intervention supported a unified interest in terms of representation and decision making that is looking at the political and security actors, the communities while paying attention to the gender question, and how the project ensured that contextualization as it was with localization of the security and governance issues being placed as a high priority to the implementers.

The evaluators also did further analysis on project coherence as a cornerstone to the success of the intervention. What was thus key to this was understanding the extent to which there was policy and institutional coherence including but not limited to policy coordination and policy coherence that would in turn strengthen the capacity of the country to build solid and sustainable political, social and security structures. There was also a need to understand coordination and collaborative coherence amongst the stakeholders as well as the coherence amongst the existing interventions. This included coherence in the political leadership that seemed to favor progress in the implementation of the project amidst the existing political tensions and fragile environment that was in place during the implementation.

**OVERALL ASSESSMENT OF PROJECT COHERENCE**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Score** | **1** | **2** | **3** | **4** | **5** |
| Very Poor | Rather Unsatisfactory | Satisfactory | Good | Excellent/Highly Relevant |

## **5.3. Project Effectiveness**

As some of the programme interventions are still on going, the evaluation of programme effectiveness did not evaluate impact but focused on the programme progress on the achievement of the four mutually reinforcing outputs that were planned, as well as identifying the factors that positively and negatively influenced the achievement of programme results; as discussed below: -

### **5.3.1. Output Level Achievements**

**Output 1: Structure, roles and resourcing of local police and prison management institutions clarified and prioritized according to identified needs in Tripoli.**

|  |  |  |  |
| --- | --- | --- | --- |
| **Indicator** | **Baseline** | **Target** | **Progress at End-line (As of Dec 2021)** |
| *Criminal justice and law enforcement institutions in Tripoli have clear and updated organizational structures in place.* | *No clear organizational structures in place* | *Establish a coordination mechanism for criminal justice institutions and technical working groups for restructuring, curricula development and assessments and planning* | * *JPTC established and functional* |
| *De facto cooperation exists between judicial police and MOI/police to address security needs in Tripoli.* | *No coordination mechanism between MOI and MOJ* | *Initiate the reform and restructuring process, curricula development and rule of law institutions capacity needs assessment including its security* | * *RoL needs and capacity assessment conducted.* * *Its finding’s informed the renovation of the rehabilitation center in Al-Jadeida prison.* |
| *Define roles and responsibilities for police and Judicial Police with specialized services and develop rational organizational structures with relevant SOPs* | * *TWG was established, and Judicial Police SOPs were developed* |
| *Develop three curricula and programme for police and Judicial Police.* | * *TWG established, and Judicial Police training curricula developed and validated. 20 Judicial Police personnel were trained* |
| *Complete the capacity needs assessments (training, equipment and system).* | * *RoL needs and capacity assessment was conducted.* * *Based on its findings, equipment was delivered to RoL institutions in Tripoli* |

Under this output, the programme focused on laying the necessary groundwork for direct assistance to police and prison services. The key milestone activities under this output included necessary preliminary assessments; crime and victimization surveying. The final evaluation noted that the rule of law institutions (RoL) capacity needs assessment that assessed and identified police service needs, training needs, equipment and system needs, prison facility and security needs, and prison governance structures and implementation of legal code gaps were conducted; and the findings from the assessments informed effective implementation of various programme activities under output 1 as discussed below;

*Indicator 1.1 Criminal justice and law enforcement institutions in Tripoli have clear and updated organizational structures in place.*

The RoL capacity needs assessment enabled the PSJP team to identify the gaps in police, as well as prison governance structures and implementation of code of conduct. It was noted that Libya’s criminal justice institutions did not have any clear organizational structures in place; as such, the PSJP worked with MOI and MOJ focal points and project teams to establish a coordination mechanism for criminal justice institutions and technical working groups for restructuring, curricula development and assessments and planning. To this effect, the final evaluation found that a Joint programme Technical Committee (JPTC) was established and as of Decemeber 2021 was functional. This output was evaluated basing on the two indicators specified in the results framework;

*Indicator 1.2 De facto cooperation exists between judicial police and MoI/police to address security needs in Tripoli.*

It was additionally noted that at the inception of the programme, there was no coordination mechanism between MOI and MOJ to help address security needs in Tripoli. Under this indicator, the programme planned to initiate the reform and restructuring process, curricula development and conduct a rule of law institutions (RoL) capacity needs assessment to identify the gaps and also inform the reform and restructuring process. The findings from the final evaluation revealed that RoL needs and capacity assessment was conducted and based upon its findings, the rehabilitation centre in Al-Jadeida prison was renovated, and equipment was delivered to RoL institutions in Tripoli.

Additionally, the programme also planned to streamline the organizational structures for police and Judicial Police by defining their roles and responsibilities with specialized services and also develop rational organizational structures with relevant SOPs. In this regard, the final evaluation noted that a clear organizational structure, with staffing numbers and duties, and governance/accountability mechanisms among police HQ, branches, stations and specialized services, and between police and prison facilities had been developed.

It was also noted that the technical working group (TWG) was also established, and Judicial Police SOPs were developed. Efforts were made to ensure that the SOPs were consistent with government reform efforts on coordination between police and judicial police, communications flow, police operations and community policing, pre-trial detainee and prisoner tracking and case management, and prison management.

The final evaluation also noted that an appropriate training curriculum and programme for police and judicial police was developed and validated. It was additionally revealed that by December 2021 at least 20 Judicial Police personnel had been trained.

**Output 2: Effectiveness of law enforcement and criminal justice institutions service delivery in Tripoli improved through provision of training and technical and material assistance.**

|  |  |  |  |
| --- | --- | --- | --- |
| **Indicator** | **Baseline** | **Target** | **Progress at End-line (As of Dec 2021)** |
| *Number of police,*  *Judicial police and judiciary staff receive adequate training including human rights. (UN ROL indicator 126)* | *No* | *Human Rights Due Diligence Risk Assessment is conducted and vetting criteria with oversight measures developed* | *700 police vetted and 368 of them were selected*  *8 police stations commands were vetted and selected for the training conducted under the US programme in Budapest.*  *22 judicial police were vetted and 19 of them were selected for specialized TOT in Algeria* |
| *The quality and accuracy of police records of individuals held in custody. (UN ROL indicator 37)* | *No* | *Police and Judicial Police (Prison staff) receive adequate human rights trainings through training of trainers.* | * *40 police personnel. trained as trainers* * *20 Judicial Police personnel trained as trainers* |
| *Community – based policing model developed, and 15 police stations and Judicial Police in Tripoli supported with limited enabling resources.* | * *A Community Policing Concept document was developed and validated in a consultative workshop attended by 16 police station chiefs from the Tripoli Security Directorate* |
| *500 police and Judicial Police trained* | * *40 trained police officers further trained an additional 368 police personnel* * *20 trained Judicial Police officers trained an additional 330 Judicial Police personnel* |
| *A case management system under development for criminal justice actors.* | * *The nature, scope and requirement of an Integrated Case Management and Tracking System were identified* |
| *Media and communication capacity building programme delivered.* | * *MoI and MoJ media communication offices renovated.* |

Under output 2 the programme focused on provision of direct assistance to policing and criminal justice service providers to advance security in Tripoli. The programme planned to support the GNA’s to roll-out of the Tripoli Security Plan (TSP) by activating and scaling-up police operations in Tripoli, including implementing an improved community policing model that is aligned to international best practice in policing, training of vetted police and prison officers to support critical policing and prison services, and provision of limited systems development and equipment.

*2.1 Number of police, judicial police and judiciary staff receive adequate training including human rights. (UN ROL indicator 126)*

In this regard, the final evaluation found that a human rights due diligence risk assessment was conducted, and it was revealed that no police, judicial police and judiciary staff had received adequate training. As such, the programme sought to establish robust vetting/training selection procedures for police and prison officers in line with international human rights standards. Informed by the findings, a vetting criterion with oversight measures was developed, and by December 2021, at least 730 police, judicial police, and judiciary staff had been vetted and 395 were selected *(i.e., 700 police vetted and 368 of them were selected, 8 police stations commands were vetted and selected for the training conducted under the US programme in Budapest, and 22 judicial police were vetted and 19 of them were selected for specialized* *TOT in Algeria)*

It was additionally, noted that the programme planned to support the training of police and judicial police (Prison staff) to receive adequate human rights trainings through training of trainers; in this regard, the evaluation noted that 40 police personnel and 20 Judicial Police personnel were trained as trainers and they additionally trained 368 police personnel, and 330 Judicial Police personnel respectively. The police and judicial police (Prison staff) were trained in human rights, gender specifically women and access to justice, and leadership among others.

*2.2 The quality and accuracy of police records of individuals held in custody. (UN ROL indicator 37)*

It was also noted that in effort to increase the quality and accuracy of police records on individuals held in custody, the programme planned to develop a community – based policing model and also support 15 police stations and Judicial Police in Tripoli with limited enabling resources; the final evaluation found that a community policing concept document was developed and validated in a consultative workshop attended by 16 police station chiefs from the Tripoli Security Directorate.

It was further noted that the project planned for the development of a case management system under criminal justice actors. The final evaluation found that although the case management system had not yet been developed, the nature, scope and requirement of an Integrated Case Management and Tracking System were identified.

Additionally, the programme planned to deliver a media and communication capacity building programme to support MOI/MOJ engagement with beneficiary communities, as well as shape and inform public confidence in and awareness of state services, awareness of the rights of detainees, and complaints systems for public and for prisoners. In this regard, the evaluation found that a MoI and MoJ media communication offices renovated but it was not clear if the media and communication capacity building programme was delivered.

**Output 3: Ministry of Interior enabled to better assess and provide feasible reintegration and demobilization options for members of armed formations.**

|  |  |  |  |
| --- | --- | --- | --- |
| **Indicator** | **Baseline** | **Target** | **Progress at End-line (As of Dec 2021)** |
| No. of MOI personnel working on DDR trained on statistical data collection, management and analysis. | No | At least 5 MOI personnel working on DDR trained on statistical data collection, management, and analysis. | * Not achieved due to lack of political will for DDR. |
| Number of post-2011entrants to the MOI provided with DDR support by the MOI. | No | A national mechanism established. |
| A strategy/plan for number of post-2011 entrants to the MOI provided with DDR support by the MOI is identified. |

Under Output 3 which was meant to complement the gradual scale-up of policing and prison services of Output 2, the PSJP planned to assist the GNA with initial steps towards demobilization and reintegration of armed formations into host communities. It planned to support the training of at least 5 MOI personnel working on DDR on statistical data collection, management, and analysis; and also through MOI provide DDR support to post-2011entrants to the MOI such as establishing DRR national mechanism and a strategy/plan for identifying the post-2011 entrants to the MOI provided with DDR support. However, the evaluation found that output three was not achieved due to lack of political will for DDR.

**Output 4: Ministry of Interior provided with capacity development and organizational assistance**

|  |  |  |  |
| --- | --- | --- | --- |
| **Indicator** | **Baseline** | **Target** | **Progress at End-line (As of Dec 2021)** |
| *MOI has in place effective administrative systems to support key management functions such as the management of finances, assets, human resources and procurement. (UN ROL*  *indicator 39)* | *No* | *Support the office of the minister of interior and deputy ministerial offices with capacity building on strategic planning, organizational reform, and project management and delivery* | * *MOI-MOJ joint program technical committee was established.* * *The joint committee was provided with enabling resources such as laptops, printers, and projectors to strengthen the established communication and coordination mechanisms.* * *A national expert was hired and has been engaging with relevant department from both ministries to assess their capacity strategic planning, budgeting, and M&E.* * *Expert together with team from MOI-MOJ are developing capacity building programme – training in these areas.* |
| *conduct training on strategic planning, project management, communications, and leadership development with the ministry of interior and National security directorate* | * *Leadership and management training programme in partnership with regional and international training institutes will be targeted mid and senior officers from MOI and is waiting for acceptance from the countries.* * *Programme with US Embassy facilitating the participation of 8 police stations commanders from Tripoli in a leadership training course for law enforcement academy (ILEA) in Budapest,* * *A two days’ workshop for police directors from the west, east, and south, in collaboration with HNEC was conducted about election security and developed a list of recommendations focused on operational planning, coordination & communication, capacity building- training, media, and public outreach programme.* |
| *Support MOI reforms and capacity-building in the areas of budget, procurement, and facilities management.* | * *The HRDDP action plan was developed with specific measures to reinforce the inspection and oversight of relevant institutions and actors.* * *The HRDDP is being under implementation and list of procedures are identified for development and enabling resources such as a database for inspections and human rights offices and are under procurement.* |
| *Support MOI reforms in the areas of human resources management and system, including payroll management, conditions of service, etc* |
| *Support MOI implementation of civilian oversight and accountability mechanisms, systems, and procedures (e.g. governance, audit, code of conduct.)* | * *The HRDDP action plan was developed with specific measures to reinforce the inspection and oversight of relevant institutions and actors.* * *The HRDDP is being under implementation and list of procedures are identified for development and enabling resources such as a database for inspections and human rights offices and are under procurement.* |

With very poor and ineffective administrative systems (i.e., management of finances, assets, human resources and procurement), the PSJP aimed to support the office of the minister of interior and deputy ministerial offices with capacity building on strategic planning, organizational reform, and project management and delivery so as to establish as well as increase the effectiveness of MOI administrative systems that support key management functions.

In this regard, literature reviewed during this final evaluation found that MOI-MOJ joint program technical committee was established, and provided with enabling resource such as laptops, printers, and projectors to strengthen the established communication and coordination mechanisms. Furthermore, a national expert was hired and has been engaging with relevant department from both ministries to assess their capacity strategic planning, budgeting, and M&E, and together with MOI-MOJ team are developing capacity building programme – training in these areas.

The programme also planned to conduct training on strategic planning, project management, communications, and leadership development with the ministry of interior and National security directorate. The evaluation noted that by December 2021 the Leadership and management training in partnership with regional and international training institutes targeting the mid and senior officers from MOI had not yet been conducted but waiting for acceptance.

In addition, under the programme with US Embassy 8 police stations commanders from Tripoli were facilitated to participate in the leadership training course for law enforcement academy (ILEA) in Budapest, and a two days’ workshop for police directors from the west, east, and south, in collaboration with HNEC was conducted about election security and a list of recommendations focused on operational planning, coordination & communication, capacity building- training, media, and public outreach programme was Developed.

More so, the PSJP planned to support MOI reforms and capacity-building in the areas of budget, procurement, and facilities management, human resources management and system, including payroll management, conditions of service, etc. In this regard, the evaluation found that by December 2021, the HRDDP action plan had been developed with specific measures to reinforce the inspection and oversight of relevant institutions and actors, and was being implemented as shown in the matrix below.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Result** | | **Indicator** | **Baseline** | **Target** | **End line (As of Dec 2021)** |
| **Strategic Outcome** | Libyan government efforts, supported by the UN, to stabilize Tripoli are more likely to succeed; police operations and services can achieve a baseline level of activity, visibility, respect, and effectiveness; forces are reintegrated into host communities; public confidence improved in the ability of the State to provide security and justice services and in the effectiveness of the police and criminal justice institutions |  |  |  |  |
| **Joint Programme Outcome** | National capacities to advance safety and security in Tripoli are improved, including through more effective and public-oriented policing and rule of law services. | Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other  officially recognized conflict resolution mechanisms (SDG indicator 16.3.1) |  |  |  |
| The population’s perception of the ability of the police to control crime in the community (UN ROL indicator 1) |  |  |  |
| **Joint Programme Output** | Output 1: Structure, roles and resourcing of local police and criminal justice institutions clarified and prioritized according to identified needs in Tripoli. | Criminal justice and law enforcement institutions in Tripoli have clear and updated organizational structures in place. | No clear organizational structures in place | Establish a coordination mechanism for criminal justice institutions and technical working groups for restructuring, curricula development and assessments and planning | * JPTC established and functional |
| De facto cooperation exists between judicial police and MOI/police to address security needs in Tripoli. | No coordination mechanism between MOI and MOJ | Initiate the reform and restructuring process, curricula development and rule of law institutions capacity needs assessment including its security | * RoL needs and capacity assessment conducted. * Based on its finding’s rehabilitation centre in Al-Jadeida prison renovated |
| Define roles and responsibilities for police and Judicial Police with specialized services and develop rational organizational structures with relevant SOPs | * TWG established, and Judicial Police SOPs developed |
| Develop three curricula and programme for police and Judicial Police. | * TWG established, and Judicial Police training curricula developed and validated, and 20 Judicial Police personnel trained |
| Complete the capacity needs assessments (training, equipment and system). | * RoL needs and capacity assessment was conducted. * Based on its findings, equipment was delivered to RoL institutions in Tripoli |
| Output 2: Effectiveness of law enforcement and prison service delivery in Tripoli improved through provision of training and technical and material assistance. | Number of police,  Judicial police and judiciary staff receive adequate training including human rights. (UN ROL indicator 126) | No | Human Rights Due Diligence Risk Assessment is conducted and vetting criteria with oversight measures developed | 700 police vetted and 368 of them were selected  8 police stations commands were vetted and selected for the training conducted under the US programme in Budapest.  22 judicial police were vetted and 19 of them were selected for specialized TOT in Algeria |
| The quality and accuracy of police records of individuals held in custody. (UN ROL indicator 37) | No | Police and Judicial Police (Prison staff) receive adequate human rights trainings through training of trainers. | * 40 police personnel. trained as trainers * 20 Judicial Police personnel trained as trainers |
| Community – based policing model developed, and 15 police stations and Judicial Police in Tripoli supported with limited enabling resources. | * A Community Policing Concept document was development and validated in a consultative workshop attended by 16 police station chiefs from the Tripoli Security Directorate |
| 500 police and Judicial Police trained | * 40 trained police officers further trained an additional 368 police personnel * 20 trained Judicial Police officers trained an additional 330 Judicial Police personnel |
| A case management system under development for criminal justice actors. | * The nature, scope and requirement of an Integrated Case Management and Tracking System were identified |
| Media and communication capacity building programme delivered. | * MoI and MoJ media communication offices renovated. |
| Output 3: Ministry of Interior enabled to better assess and provide feasible reintegration and demobilization options for members of armed formations. | No. of MOI personnel working on DDR trained on statistical data collection, management and analysis. | No | At least 5 MOI personnel working on DDR trained on statistical data collection, management, and analysis. | * Not achieved due to lack of political will for DDR. |
| Number of post-2011entrants to the MOI provided with DDR support by the MOI. | No | A national mechanism established. |
| A strategy/plan for number of post-2011 entrants to the MOI provided with DDR support by the MOI is identified. |
| Output 4: Ministry of Interior provided with capacity development and organizational assistance | MOI has in place effective administrative systems to support key management functions such as the management of finances, assets, human resources and procurement. (UN ROL  indicator 39) | No | Support the office of the minister of interior and deputy ministerial offices with capacity building on strategic planning, organizational reform, and project management and delivery | * MOI-MOJ joint program technical committee was established. * The joint committee was provided with enabling resource such as laptops, printers, and projectors to strengthen the established communication and coordination mechanisms. * A national expert was hired and has been engaging with relevant department from both ministries to assess their capacity strategic planning, budgeting, and M&E. * Expert together with team from MOI-MOJ are developing capacity building programme – training in these areas. |
| conduct training on strategic planning, project management, communications, and leadership development with the ministry of interior and National security directorate | * Leadership and management training programme in partnership with regional and international training institutes will be targeted mid and senior officers from MOI and is waiting for acceptance from the countries. * Programme with US Embassy facilitating the participation of 8 police stations commanders from Tripoli in a leadership training course for law enforcement academy (ILEA) in Budapest, * A Two days workshop for police directors from the west, east, and south, in collaboration with HNEC was conducted about election security and developed a list of recommendations focused on operational planning, coordination & communication, capacity building- training, media, and public outreach programme. |
| Support MOI reforms and capacity-building in the areas of budget, procurement, and facilities management. | * The HRDDP action plan was developed with specific measures to reinforce the inspection and oversight of relevant institutions and actors. * The HRDDP is being under implementation and list of procedures are identified for development and enabling resources such as a database for inspections and human rights offices and are under procurement. |
| Support MOI reforms in the areas of human resources management and system, including payroll management, conditions of service, etc |
| Support MOI implementation of civilian oversight and accountability mechanisms, systems, and procedures (e.g., governance, audit, code of conduct.) | * The HRDDP action plan was developed with specific measures to reinforce the inspection and oversight of relevant institutions and actors. * The HRDDP is being under implementation and list of procedures are identified for development and enabling resources such as a database for inspections and human rights offices and are under procurement. |

### **5.3.2. Outcome Level Achievements**

The evaluation of outcome level achievements was conducted. We noted that, for a country such as Libya that is still inundated by political uncertainty, armed conflicts and weak governance and rule of law structures; the journey to attaining functional governance and sustainable peace which shall ultimately lead to a democratic, safe and secure nation under the egis of the PSJP is only beginning; and still requires a lot of support in order to achieve democracy, stability, peace and security across the country.

It was however noted that interventions under the current phase of PSJP contributed to an improvement in the national capacities of the rule of law institutions as a precursor to advancing safety and security in Tripoli. For instance, the establishment and functionality of the PSJP coordination mechanism for criminal justice institutions and technical working groups for restructuring, curricula development, and assessments as well as planning helped in increasing the participation of core national and international stakeholders; which has produced substantial results with the potential to trigger more outcomes.

**OVERALL ASSESSMENT OF PROJECT EFFECTIVENESS**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Score** | **1** | **2** | **3** | **4** | **5** |
| Very Poor | **Rather Unsatisfactory** | Satisfactory | Good | Excellent/Highly Relevant |

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### **5.3.3. Facilitators and Inhibitors of Performance**

Overall, there were various factors that facilitated and inhibited performance of the PSJP, as discussed below;

1. **Facilitators of performance**

The experience of UNDP in governance programming for weak and fragile states: With its long-term presence in Libya, and experience in successfully leading the implementation of various justice and security related projects around the world, the UNDP brought invaluable experience, skilled expertise, and best practices that were adopted under the PSJP to support stabilization and resilience, transitional governance, civic engagement and national dialogue.

The availability of Partnerships: As a multi-partner programme, PSJP benefited from the active participation, as well as the experience and technical expertise provided by both national and international stakeholders. Various coordination groups i.e., the Joint Programme Technical Committee and Technical Working Groups were formed in the early stages of its implementation. The PSJP utilized the skills, knowledge and experience of its partners e.g., the UNSMIL police and corrections advisors to fast-track implementation of some activities e.g., the development of the SOP, integrated case management and tracking system, and training curricula for judicial police.

Political will: Although government commitment to invest in the programme is still low, it should be noted that ministers’ request for support from UNSMIL/ UNDP to establish functional governance and sustainable peace; and the country’s willingness to open up its security sector for review and reform is a positive indicator of political will that also helped attract different international partners to support the efforts.

1. **Inhibitors of performance**

Political instability and insecurity: Political instability and fragmentation of security institutions have negatively affected the implementation of the Joint Programme’s activities. This was worsened by insecurity and the residual risks of the armed conflict which resulted in some changes in the Ministry of Interior leadership, delays in implementation and limited access to the technically skilled and experienced international staff as they utilized the national staff who often lacked skills and experience.

Fragmented leadership: Fragmentation of security institutions and their leadership negatively affected the implementation of the Joint Programme’s activities, and in some cases directly affected the programme’s implementation process. For instance, the literature review revealed that the continuous changes in the MOI leadership led to changes in the representation from the MoI Joint Programme Technical Committee without proper hand-over of information and documents, which resulted in an internal conflict within the committee, which directly affected the programme’s implementation process. To deal with this, the Joint Programme advised MoI to maintain its continual and consistent representation of technical personnel in the committee irrespective of changes in leadership.

COVID 19 pandemic restrictions: Similar to other programmes globally, the onset of the COVID-19 pandemic and its resulting travel restrictions, measures for social distancing, together with the programmes limited/ lack of technical capacity negatively affected the programme implementation activities and processes, as efforts to engage the international consultants for technical advisory support and develop policy documents remained a challenge.

The lack of skilled staff: The evaluation also noted that Libya’s limited/ lack of national capacity to implement, monitor, and take informative decisions about ongoing projects/ programmes greatly impacted the government reform process, and in some instances led to delays in the programme implementation process. For instance, the literature review revealed that in some instances the MoI and MoJ were unable to provide complete information for the vetting process which resulted in the delay of the process

## **5.4. Project Efficiency**

Consideration to examine the degree to which the project was efficiently implemented required the evaluators to investigate whether the resources [financial, human, and materials] were used efficiently and effectively for the well‐being of the target community. The evaluation team understood that the efficiency of the implementation of the Policing and Security Joint Programme needed to be reviewed in relation to qualification of staff on the implementation team of the project, their understanding of project results and impact, adequacy of funds utilization on the project and financial systems that is in place to manage all transactions and keep documentation according to agreed policies and standard operation procedures. The evaluation team understood that project efficiency determines the symbiotic relations between the project outputs from project activities against the capital investments into the performance of the project. Additional information from the handover report did also indicate that funds should have been made available to strengthen the capacity of the project to be efficiently managed through the development of relevant oversight and inspection of SOPs as well as establishing firm checklists to ensure that importance was given to establishing complaint/disciplinary system and hotlines.

### **5.4.1. Project Expenditure to Date**

The evaluation analysed the total expenditure visa-vi the budget that was committed to the project and results are shown below. This while noting that the available data only indicate expenditure incurred upto June 2022 as indicated in table and figure 2.4.1 respectively below.

**Table 2.4.1: Project Expenditure to Date**

|  |  |  |  |
| --- | --- | --- | --- |
| **DONORS** | **CASH RECEIPTS** | **EXPENSES** | **BALANCE** |
| Germany | 1,562,455.62 | 1,561,680.85 | 774.77 |
| ITALY | 3,144,413.68 | 724,733.96 | 2,419,679.72 |
| Netherlands | 1,722,569.00 | 1,566,396.78 | 156,172.22 |
| US/INL | 1,949,975.78 | 1,802,821.21 | 147,154.57 |
| UNDP– BPPS/CB | 1,000,000.00 | 640,881.00 | 359,119.00 |
| **Total** | **9,379,414.08** | **6,296,513.80** | **3,082,900.28** |

**Source:** *UNDP as of 30th April, 2022*

**Figure 2.4.1: Comparison Analysis of Utilization of Funds**

The financial summary report as of 30th April 2022 as indicated in table 2.4.1 above therefore indicates that a total amount of **US$** **9,379,414.08** was contributed, an expenditure of **US$6,296,513.80** (67.1%) was incurred hence a total balance/under spent of **US$** **3,082,900.28** (32.9%).

**2.4.2: Figure Percentage Comparisons amongst the Project Funders**

At the same time, the evaluation reveals that while Italy had a lion’s share contribution of 33.5% of the total receipts, only 11.5% of the funds were utilized while US/INL that contributed a percentage of 20.8% of the total collected receipts had the highest funds consumption of up to 28.6%. This also means that UNDP and Italy funds still has the largest percentage balance showing 78.5% and 11.6% respectively. It only Germany that had close to 0.0% unspent funds by the end of April 2022. Reports do indicate that whereas the project had plans to institute standardized process for improving quality control through several processes including procurement there were unprecedented challenges that affected the funds burn-out rate including absence of an efficiency procurement system, staff turn-over for highly required positions such as the project manager and challenges related to procuring the appropriate technical experts to support implementation. At the same time adherence to the donor requests were note for instance where US/INL envisaged that all allocations through them would be spent by September 2020 prior to approving or engaging in other programmatic hence by the end of April 2022 (19 months later) there was still a balance of $147,154.57.

Therefore, while utilization of up to 67.1% under the circumstances under which the project was run (this considering the fragile political environment, absence of staff technical competencies, gaps in the design of the programme and generally limited political will), this to some extent depicts that there was good use of resources. However, effective use was not registered which further explains why there was an initial request for a no-cost extension to burn-out the balance. Furthermore, the original project plan was to run the project of 24 months that is from October 2017 – September 2019. This was not the case as there were several extensions that pushed the plan from 24 months to 57 months (a staggering 237.5% over time to the project). This means that estimations of the project duration did not consider key project management aspects as there was no assessment or study that would have guided the aspects of project scoping, team competencies to drive project success, activity prioritization as well as the project external environment. The project did not also indicate whether design considered having project milestones or even employing any estimation techniques.

### **5.4.2. Programme Management Arrangements**

The significance of programmes/ project management can never be over-elaborated. The suitability and quality of programme/ project management arrangements facilitate optimum utilization of resources to support the delivery of the desired results. It allows programme teams to focus on the work that matters, free from the distractions caused by tasks going off track or budgets spinning out of control.

Therefore, in an effort to ensure the suitability and correctness of its project management arrangement, the PSJP built on lessons learned as well as standard global best practices for joint programming. For instance, to guarantee the effectiveness of its governance, programme management, internal and external coordination to effectively and efficiently deliver the programme objectives, it assimilated various approaches and mechanisms from national stakeholders, donors/development partners and other implementers.

As one of the key steps of ensuring appropriate project management, the PSJP established a joint programme board (JPB) which was co-chaired by the UNDP Libya Country Director, the UNSMIL Senior Military Advisor, and the Libyan Minister of Interior to provide programme oversight, guidance and overall strategic direction of the programme and reviewing implementation progress and results. The JPB convened annually, and was additionally attended by the programme’s main national stakeholders, the representatives from the participating UN entities, and key donors/development partners.

Under the joint programme board (JPB) there was the Joint Programme team which provided strategic and technical advisory support to MOI-MOJ Joint Programme Technical Committee on the implementation process of all programme activities. For instance, the joint programme team facilitated knowledge transfer, and capacity building sessions which resulted in the improvement of the MOI-MOJ JPTC’s performance particularly in coordination and communication among the criminal justice actors.

Moreover, a Core Working Group comprising of the programme donors and the UN Joint Programme Team was also established. It held regular meetings during the year specifically focused on discussing the progress made towards achievement of programme results and resource framework.

Additionally, under the supervision of the UNDP Programme Manager, and in close liaison with Head of UNSMIL the PSJP programme sourced and recruited a joint programme team which was comprised of a Joint Programme Manager, Monitoring & Evaluation Specialist, Project Officer, Project Assistant, Security Sector Advisor, National Project Coordinator, Translator/Interpreter, Police Advisor(s), and Corrections Advisor. The joint programme manager directed the joint programme team in all programme-related activities under their scope. For instance, a joint programme manager was recruited and tasked with overall management of UNSMIL/UNDP joint programme, ensuring that the Joint Programme produces the expected results set out in the programme document and subsequent annual work plans, preparation and submission of (joint) narrative and financial reports to account for resources allocated and results achieved.

However, the final evaluation findings also noted that the project faced key management challenges that negatively influenced the projects efficient and effective achievement of targeted results in one way or another.

For instance, the findings revealed that the political instability, the residual risks of armed conflicts, and the travel restrictions due to COVID 19 delayed and in many cases made it impossible to identify a matching international expert who was willing to locally support the project management and implementation processes. As such in an effort to address the capacity gaps the project changed from international project management staff to national staff who were in limited supply and in most cases lacked the technical capability or experience to effectively discharge the duties they were assigned, causing delays in reporting, poor record keeping and data limitations, which ultimately delayed and completely hindered the implementation some project activities.

A key informant interviewed reported that, *“For the most part, the project was unable to recruit relevant, experienced, and knowledgeable international staff to support the management. The specifications needs were not easy to come by. Getting someone who had technical knowledge, with knowledge of Libya, experience in conflict, as well as fluent in Arabic was not easy, and even the few who were identified preferred to support remotely which was not realistic. This caused a lot of challenges in management, and even led to delays in implementation of some activities.”*

Another key informant added that, *“Project team does not have the technical expertise, and capacity to manage the project.”*

Relatedly, the study findings also revealed that the programme had relatively low staffing levels compared to its technical scope. Key informants noted that the justice and rule of law sectors not only had low technical capacity issues but were also faced by low staffing levels which inevitably affected the effective and timely implementation of some of the PSJP activities. For example a key informant reported that, *“The programme had low staff levels, for instance I was doing work for three positions.” Another key informant added that, “The programme was so under staffed. At the very least it needed a 5 member team, but at some point it had 3 staff, and later went down to two staff only.”*

Additionally, key informants interviewed noted that the annual Board sitting was inefficient and ineffective; as it caused unnecessary delays in the decision-making processes, which made it impossible to make timely corrective actions/ remedies to identified issues/ challenges.

The evaluation findings similarly revealed that the programme management had poor and inefficient record keeping and reporting mechanisms; which affected the programmes ability to make timely decision that were evidence based. For instance, the evaluation was unable to access minutes or records taken from management meetings that were held. This together with fragmentation of leadership greatly affected consistency and the seamless implementation of the programme regardless of the external challenges. Such inefficiencies in record keeping and reporting during the implementation of the PSJP were further highlighted in the PSJP 2019 annual report. For instance, the report noted that the Ministry of Interior and Ministry of Justice were unable to provide complete information for the vetting process and selection process which resulted in the delay of the process.

It further noted that there were delays in procurement which also contributed to delays in implementation of programme activities due to the use of the robust UNDP procurement systems: It was found that the implementation modality/ national such as procurement done by UNDP slowed the procurement process as they had to follow all the red tape.

### **5.4.3. Project Implementation and Management**

To effectively implement the project, it was of great importance that the implementation team were infact realistic to expect project outputs to continue to be used once the project was completed and that adequate resources were committed for meaningful follow-up. The results from the findings indicates that a very strong expectation for both the implementation and management of the project was not achieved. It’s worth noting that implementation took into consideration due-diligence risk assessments, adoption of human rights standards and practices to support effective law enforcement as well as implementation of a case management system. The implementation also saw the initiation of activities such as workshops to inform as well as support the establishment of community policing.

While the implementation and management of the project was geared towards strengthening the capacity of the stakeholders to establish more effective working groups and processes, developing a reintegration programme based on the new national strategy was critical in confirming the extent to which the programme was effectively implemented and managed.

### **5.4.4. Partnership’s Arrangements**

With its long-term presence in Libya, the UNDP adapted considerably to support stabilization and resilience, transitional governance, civic engagement and national dialogue, with ongoing operational deployments across eastern, western and southern Libya; and as such gained operational deployment capacity and experience in governance and capacity development of police and rule of law institutions in complex transitional settings. As such, in its partnership arrangements, the PSJP combined both technical and political resources of the integrated Special Political Mission (SPM), the United Nations Support Mission in Libya (UNSMIL), with UNDP, to ensure effectiveness and efficiency of the programme implementation activities.

As partners, the PSJP and the United Nations Support Mission in Libya (UNSMIL) worked closely together for the implementation of programme activities. As a member of the Joint Programme Technical Committee and Technical Working Groups the PSJP utilized the skills, knowledge and experience of the UNSMIL police and corrections advisors during the development of the SOP, the identification and listing of requirements for integrated case management and tracking system to be established, and training curricula for judicial police.

PSJP partnership with MOI-MOJ enabled the programme to derive and access extensive analysis and experience of the Libyan security and justice sectors, both substantively and operationally in order to determine the targeted entry points for assistance. Through this partnership, planned interventions were carefully sequenced during the programme implementation period, and provision has been made in the programme resources to ensure the most suitable expertise, implementing partnerships, and operational support are put in place to deliver on this ambitions programme whilst simultaneously ensuring value for money for donors/development partners.

Additionally, the PSJP partnered with the European Union (EU); and as a member of a TWG, the EU supported and worked closely with the Joint Programme, and UNSMIL in developing a concept of Model Police Station (MPS). It was also noted that whereas the UNDP’s SLCRR Project supported the design and reconstruction of a Model Police Station as part of efforts to strengthen police capacity and build trust with the community and create a sustainable impact, the EU supported in coordination helped to make the concept operational.

### **5.4.5. Coordination Mechanism**

Overall, the PSJP programme coordination was handled at three levels i.e., internal, external and donor coordination as discussed below;

1. **Internal management and coordination:** As the UNSMIL and UNDP as the senior management on the programme handled the coordination and oversight of programme implementation activities. For instance, they appointed focal points to meet monthly with the Joint Programme Manager as a UN programme coordination committee, designed to strengthen effective interagency cooperation and programme implementation.

Additionally, to ensure harmonious policy alignment and consistency in direction during implementation of the PJSP activities, the programmatic and technical capacities of UNSMIL and UNDP, working on the Joint Programme were co-located.

Further still, as part of the overall coordination mechanisms, the Joint Programme also established the Security Sector Working Group and Human Rights and Rule of Law Working Group where they presented the progress and shared information broadly with lessons learned.

1. **External coordination:** The UNSMIL/UNDP Joint Programme also ensured that there was close coordination with the bilateral and multilateral international assistance providers with interventions in the rule of law and security. For instance, the Joint Programme scheduled and held periodic meetings with international partners (i.e., EUBAM, UNODC, USIP and UNICEF, UNFPA, and other INGOs working in the justice, rule of law and security sectors); such meetings and partnerships fostered technical and strategic cooperation, and also supported information sharing so as to build synergy with efforts of other actors in the field to have one common approach to maximize impact.
2. **Donor coordination:** The formal legal relationship between bilateral donors and the participating UN entities of the joint programme was regulated by the ‘Third-party Cost-sharing Agreement’ between the donor and UNDP. A ‘Donor Consortium’ was established to facilitate collective engagement between the joint programme and its donors/development partners. The UNSMIL/UNDP Joint Programme, via the Joint Programme Manager, convened quarterly formal meetings of the Donor Consortium to ensure maximal engagement.

Nevertheless, the evaluation found that there were some weaknesses in the programme coordination mechanisms. For instance, it was noted that frequent changes in the MOI staff equally led to uncommunicated and uncoordinated changes in representation from MoI Joint Programme Technical Committee without proper hand-over of information and documents, which affected the systematic management, record keeping, decision making and institutional memory.

Additionally, the evaluation findings revealed that in many instances it was hard to work with both the MoI and the MoJ in delivering project activities; this was attributed to the fact that they co –managed the PSJP and it was never clear what was expected from each institution and which institution was specifically taking lead; which often led to unneccessary conflict between the two institutions each institution felt the programme belonged with them. This subsequently led to additional delays in project implementation.

### **5.4.6. Programme Monitoring and Evaluation**

The progamme did also set up M&E tools such as the strategic outcomes to appropriately guide the implementors in providing a logical pathway for achieving the goals of the project. Other monitoring and evaluation tools or even mechanisms that were in place include the measurable indicators such as the outcome and output that were established to support improve on data management and performance management of the project team.

Noticeably, project took attention in carrying out a comprehensive situational analysis of the project and its environment considering its complexity and fragility. This meant that there was a keen interest in understanding how the project was designed, rolled-out and monitored to identify its agility to respond and adapt to the ever-changing environment based on the social-cultural, economic, political, security and environmental conditions. To address the risk management and adaptive management of the programme, there was need to assess conditions under which the programme’s risk appetite for instance merited the approval of the programme charter. Likewise, it was importance for the programme to provide ground for which strategic approaches as well as controls were put in place to minimize any occurrences of risks that would otherwise lead to unnecessary delays or even pre-mature closure of the project. It is to this effect that sustainable measures were put in place as it was with creating an enabling environment for assessing the general resilience of the project and appreciating the extent to which the project was designed to withstand risks that were within its internal environment or control environment while evaluating how the threats from the external environment were measurable to support any adaptive controls.

Importantly, the programme established the Result and Resource Framework (RRF) that included how the outcome/output would be measured, how the baseline and target values and data sources will be acquired and how the programmed would link the result matrix. the formation of the M&E Task Force was equally important to strengthen the M&E component of the programme as it was geared towards imporving quality assurance and control. This also required the programme to be generally linked to the UN reporting and analysis requirements. As such, an M&E officer and expert were on-boarded to support provide technical guidance in implementing a strong M&E framework.

It was also noted that the project document explicitly outlined the steps in M&E plan and system of the project. However, the evaluation noted that apart from annual work planning and annual reporting the project never had quarterly planning and reporting system save for activity progress reports which were not only focusing on activity/output reporting and lacked systematic outcome analysis. Another major gap noted by the evaluation was that the project did not undergo a Mid-Term-Review an exercise that is very crucial at it will have pointed out to some specific challenges that later affected the project by filtering through to the end.

### **5.4.7. Cost Minimization Strategies Adopted**

To achieve the most cost way of delivering project goods and services, several strategies were adopted by the project. The evaluation team identified some though not extensively indicated in the existing project documentation. This included adoption of virtual supported tools to aid with trainings and meetings remotely that would cost much more had they be physical. The reports accessed by the evaluators indicates that the project heavily relied on synergies, technical working groups and communities that largely looked at as key stakeholders for peace and security in the intervention areas. The other strategy of importance was ensuring that costs incurred were guided by the budget and plans as agreed upon at the inception of the intervention. At the same time reports do suggest that the project opted to utilize local resources, engage directly the key stakeholders or primary beneficiaries and establishing sustainable mechanisms such as strengthening national and community capacities to drive the benefits of the project. This is juxtaposed by the budget verses actuals has shown in the previous project annual reports.

### **5.4.8. Project’s Financial Management and Accountability System**

Revelations from the annual reports show that the project adopted effective automated systems to streamline workflow processes and blot out process deficiencies in order to create a more robust way of managing and accounting for the project funds. The quarterly reports also show that accountability for the project was carried out per activity as enshrined in the project document. This however needed additional supportive documents for comparison purposes to ensure that the activity reports match the originally agreed up outputs and inputs. The evaluation team could not easily verify the extent to which the budget was flexible to transfer costs or funds from one line code to another. Possibly a financial accountability guide was of essence for the evaluation team to assess how the systems were established and utilized to support management of the funds. Another key area of concern was to assess whether the programme implementation team instituted and maintained a stout, effective departmental financial control environment. The importance here is to have an appreciation of the extent to which the programme provided a guide, along with having good separation of duties and effective transaction review and approval steps, as well as capacity to ensure that the transaction lists, procurement decisions were within the established financial guidelines to reduce the risk of errors, misappropriations, and fraud in departmental financial processes.



Figure 3: Media Training for MOI & MOJ

**OVERALL ASSESSMENT OF PROJECT EFFICIENCY**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Score** | **1** | **2** | **3** | **4** | **5** |
| Very Poor | Rather Unsatisfactory | Satisfactory | Good | Excellent/Highly Relevant |

## **5.5. Project Sustainability**

From the onset, the UNSMIL/UNDP joint programme recognized the need to plan for the sustainability of the programme results; it was however noted that sustainability would be a challenge due to the politically instability, ongoing conflict, and the limited reach of state institutions in Libya. None the less, the programme was able to explore several ways in which it would enhance the sustainability of results.

This was primarily done by deliberately designing the programme to focus on developing the capacities of individuals, systems and institutions with an emphasis on how these relate so as to empower specific colleagues with professional skills, legal and regulatory frameworks and strategies, improved and standardized work processes, and a service-oriented approach. This would help foster national ownership and their commitment to investment in the process. Specifically, the PSJP developed the following sustainability strategies;

The evaluation found that in order to ensure the successful implementation and sustainability of the programme results, programme implementation took on a holistic’ rationale that judiciously focused activities and resources where by the activities to deliver necessary police reforms, human resource management (including vetting) and executive capacity assistance preceded and underpinned the support to frontline policing and prison services. For instance, outputs 1 and 4 activities of the programme emphasized strengthening project focal points and project management capacity within the MOI, any necessary changes to the policy or regulatory framework and, strengthening coordination and strategic planning among others whereas outputs 2 and 3 put emphasis on targeted, measurable assistance and focused on tangible and visible improvements at the level of target communities.

Additionally, the programme deliberately planned for the programme interventions to start in Tripoli the country’s capital where the main central administrative structures are located, and where the GNA is. This not only kept the outputs realistically-sized, but also revealed that any improvement in the security context in Tripoli, was likely to enhance confidence in the government, and its commitment to provide an enabling environment for a secure transition towards elections, and increase the likelihood of ‘scaling up’ to pilot areas regionally or nationally.

Lastly, the PSJP also ensured that the project intervention activities recognized as well as accommodate the ways of working, culture and processes of Libya. Informed by the extensive consultations that were conducted with Libyan counterparts, the programme interventions were designed to respond to the priorities outlined by the minister and government in a manner consistent with Libyan norms. This is done to secure buy-in at the technical as well as the executive level, and ensure Libyan ownership of the joint programme which is a critical aspect to ensure that Libyans are able to adopt and integrate programme outputs. This is essential for reforms to gather momentum and become sustainable.

**5.5.2. Strengths and Weaknesses of the Programme Sustainability Plan**

The main strength of the programme sustainability plan is that even in the absence of a National Development Plan, the sustainability plan for the programme is accompanied by government policy and regulatory reform such as the Tripoli Security Plan and Libya Political Agreement which provide the policy basis for developing the PSJP and also give the government the legal basis to make necessary institutional arrangements and appointments in the security sector. It also enables the formation of any other necessary regulatory reforms, which must be enacted at the level of the minister.

Additionally, the evaluation noted that the inward-looking nature of the sustainability plan that relies less on external assistance, but puts more emphasis on the involvement/ participation of the key state actors in justice and security and building their capacity helps to foster national ownership which is instrumental in delivering programme sustainability.

However, the evaluation also noted that the programme sustainability plan had some weaknesses. For instance, the sustainability plan does not articulate and a clear funding/ resource plan for its activities. It should be noted that a well-articulated sustainability plan without a clear funding/ resource plan is inapt; as it is near impossible to actualize the activities in the plan like the capacity building of the security personnel.

It was noted that the political will in Libya and among Libyans was still very low, further heightened by the armed conflicts and political instability that weaken the reforms and also continue to delay efforts and actions that fast track the programme implementation processes.

**5.5.3. Opportunities and Challenges to Programme Sustainability**

1. **Sustainability opportunities**

The final evaluation noted that there were opportunities for sustainability of the programme results, as described below: -

**The capacity building and training initiatives** under the PSJP programme shall facilitate the sustainability of the programme results. The approaches used to deliver the outputs and outcomes of the programme that were focused on strengthening project focal points and project management capacity within the MOI and MOJ, in coordination, strategic planning (including training and vetting planning), process management and any necessary changes to the policy or regulatory framework, are cornerstones for sustainability of the programme results. The improved capacity of counterparts

The involvement and participation of the national systems and Libyans during implementation of the programme: The final evaluation noted that programme implementation approaches encouraged the involvement and participation of national structures and Libyans, and recognized culture in the Libyan context. It was noted that such approaches in a transitional government such as that in Libya facilitate ownership of the programme strategy, and results; making the citizens, stakeholders at national level more able to adopt and integrate programme outputs is essentials.

The Training of trainer’s component of the programme is a good opportunity for sustainability of the programme results. The evaluation found that police and judicial police (Prison staff) who receive adequate human rights trainings through training of trainers shall continue building awareness, and sensitizing their fellow colleagues which helps to ensure the continued spread of knowledge and information among new recruits in local/ judicial police regarding human rights.

Relatedly, the training curricula and Standard Operating Procedures for judicial police were developed for the MoJ and Judicial police to among other things improve training plans and ensure the sustainable knowledge base.

International support from global development partners such as the UNSMIL/UNDP: There is willingness and indeed availability of continued funding from the UN and its agencies that the PSJP can explore and address the funding shortages so as to carry on with implementation. For instance, it’s clear that thorough establishing good partnerships the donors have expressed their interest for the joint programme in order to address the rule of law collectively not in a fragmented way.

Additionally, **the Support to refurbish rule of law facilities and/or deliver essential** **(non-lethal) equipment** to support coordination among rule of law institutions under the PSJP has the potential to facilitate sustainability of the programme results. This is attributed to the fact that the renovations of rehabilitation infrastructure and facilities, is a permanent and immovable result that current and future judicial police staff shall benefit from long after interventions of the PSJP have ceased.

The review and development of curriculum for criminal justice actors and the development of SOPs has the potential to inadvertently facilitate the sustainability of programme results. This is attributed to the fact that they provide an easy to access reference and guidance point to continue carrying on the trainings for police and judicial police staff; which shall ensure continuity in capacity building.

1. **Sustainability challenges**

**Limited financial resources:** National Budgetary constraints, which emanate from the limited resource envelope of the Libya in terms of low revenues internally generated to support the programmatic activities of the sustainability plan.

**Lack of national development strategy:** With no apparent National Development Plan, the PSJP misses out on the possibility of building synergies and benefiting from other national programmes, strategies and/ or policies that are promoting good governance programming with in Libya.

**Political instability:** The political instability and insecurity characterized by armed conflict with in Libya is a challenge to the sustainability of the programme results. It slows down and delays the achievement of programme results which intern delays the implementation of the programme sustainability plan.

**OVERALL ASSESSMENT OF PROJECT SUSTAINABILITY**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Score** | **1** | **2** | **3** | **4** | **5** |
| Very Poor | Rather Unsatisfactory | Satisfactory | Good | Excellent/Highly Relevant |

Figure 4: Jordan Study Visit for Community policing



# CHAPTER 6: UNDP Programming Principles

The Policing and Security Joint Programme took into consideration the programming principles. The UNDP for this matter applies the United Nations Sustainable Development Group (UNSDG) guiding principles for UN Sustainable Development Cooperation Frameworks (Cooperation Frameworks)[[1]](#footnote-2). Therefore, the UN Programming Principles form the normative foundation for the Cooperation Framework and integrated programming in all country contexts, with "leave no one behind" as the overarching and unifying principle[[2]](#footnote-3). Significant strides to integrate these principles into the programming were critical in guiding and consolidating a more comprehensive approach through implementing the guiding principles of gender mainstreaming, application of Results Based Management (RBM), Human Rights Based Approach and Capacity Development.

**6.1 Gender Mainstreaming**

Gender results from the programme reports indicate that rehabilitation centers that are specific to female inmates were established as it was with improving infrastructure to support the functions of women’s affairs and child protection units. Gender mainstreaming in this case focused on how the central programme took into consideration the empowerment of women in decision making, promotion of the fundamental rights of girls and women and addressing risks associated with gender-based violence given the fragile nature of the war-torn intervention areas of the programme. A review of the programme literature revealed that the programme took considerable efforts to empower oversight and accountability mechanisms including the Code of Conduct, a complaint mechanism that supports mainstreaming the function of gender in the programing.

Additionally, programme literature revealed that the programme through its partnerships such as UNDP’s organized workshops to strengthen gender mainstreaming law enforcement. For instance, UNDP organized a two day workshop specifically to strengthen the capacity of law enforcement agencies to respond to and investigate Sexual and Gender based Violence (SGBV) cases particularly, improving the capacity of police response to violence against women; establishing mechanisms through capacity strengthening to develop the confidence among women to report the violence they are exposed to law enforcement authorities emphasizing sessions on gender sensitivity was increased as well as enhancing the capacity of the law enforcement agencies to respond to violence against women. However, while the program was designed to institutionalize the capacity to respond to gender-based violence (GBV) and mainstream gender through a balance implementation strategy that looked at a 50-50 representation there was a case of gender blindness. The evaluation for instance could not fully verify the extent to which this was achieved as gender indicators were not established at the start of the programme. The mainstreaming of gender was to a large extent integratedinto the programming.

**6.2 Application of Results Based Management (RBM)**

Drawing from lessons learned since 2018, the programme generally adopted and operationalized accountability and transparent programme practices to support structured efforts of tracking and managing programme achievements. Key to this adoption was the fact that the evaluators were assessing the extent to which the programme engaged stakeholders, addressed capacity gaps, tracked achievements of the programme on the basis of the inputs injected in the intervention, and generally how the monitoring and evaluation were carried out to track the overall performance against the set goals. Results from the evaluation reveal that the programme adopted a stakeholder engagement approach through the technical working groups and community-based structures as was the case for national stakeholders aimed at building commitment, ownership and confidence in the intervention design.

Additional literature revealed that capacity was strengthened at all levels for the stakeholders including the provision of training and technical and material assistance, rehabilitation of training institutes, conducting training for vetted police and judicial police and judicial staff regarding women’s access to justice and public outreach programmes amongst others. Implementation of the Results Based Management (RBM) as assessed by the evaluation team as per the performance information gathered was to a large extent integrated with the programming.

Additional information also reveals that M&E tools such as the employment of the indicator plan and outcome mapping were prominent in the implementation as well as tracking the project against the set goals. This was with additional support from a structured and well-established working group that was specifically set-up to support improved programme implementation, integration and documents to document lessons and recommendations for the programme. Moreover, support from the United Nations Country Team (UNCT)’s a working group that availed expertise was very instrumental in providing effective learning processes for the implementors. This was done to ensure that the general programming of the intervention focused on achieving results, coordination and involvement of key actors in the process while ensuring that the methods applied to the programming were designed to follow the logical framework.

**6.3 Human Rights Based Approach**

Central to upholding the principles of inclusivity, protection of human dignity, rule of law, accountability and empowerment of individuals mostly the marginalized is instituting a human rights-based approach to programming especially for interventions that could be negatively impacted by political tensions and gross violations against human rights. The evaluation therefore sought to assess how effective the programme addressed human rights by enhancing the capacity of judicial police for clear conception, acceptance and implementation of humane treatment of prisoners and their rights. Likewise, the evaluation results indicate that the programme supported the establishment of oversight and human rights offices to enable their functionality.

Additional reviews also reveal that the security actors such as the prison staff receive adequate human rights training, the conducting of a Human Rights Due Diligence Risk Assessment as well as the establishment of vetting, selection and oversight procedures for the police and judicial police based on human rights due diligence requirements. While some of these successes were registered, the extent to which the intervention provided reasonable and adequate support to protect the marginalized and imprisoned are still an area of huge concern.

Adherence to the human rights obligations by the security state actors was to some extent difficult to ascertain yet critical in assessing the extent to which the programme outlined the need to support the protection and fulfilment of human rights.

**6.4 Capacity Development**

What is key in capacity development is establishing initiatives that support a deeper and more coordinated understanding of gender mainstreaming, human rights and results-based approaches. Assessing how effective capacity development was integrated into the programs including assessing both the current and future capacity needs, assessing the capacity gaps, understanding the capacity targets, understanding the available capacity providers or competencies and assessing the capacity levels. Indications from the evaluation results do reveal that while there were challenges with the technical capacity, the programme successfully provided the institutional capacity of the judicial police, provision of capacity development and organizational assistance by the line ministry, and development of appropriate curricula based on capacity needs assessment, instituting capacity building programmes for the judicial reform initiative for criminal justice institutions and structural improvements of rehabilitation centres to provide life-skill building opportunities to reduce activism.

**6.5 UNDP/ UNSMIL Role in the PSJP Implementation**

The UNDP supported the establishment of technical working groups to strengthen sustained peace rebuilding mechanisms in Libya. Furthermore, the UNDP instituted the UNDP Standard Operating Procedure (SOP) for judicial police, also contributed to the coordination with MOJ, organized a one-day roundtable discussion on the topic of women’s access to justice and strengthened the capacity of law enforcement agencies to respond to and investigate Sexual and Gender based Violence (SGBV) cases particularly, improving capacity police response to violence against women. Such a considerable effort by the UNDP would thus be seen as key in rebuilding the security structures

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# CHAPTER 7: Conclusion, lessons learned, best practices & recommendations

## **7.1 Conclusions**

Despite the challenges faced, the PSJP programme was fairly well thought out to address the justice and security challenges in Libya; and was able to achieve many of its targets. The design put the development of individual capacities, systems and institutions at the forefront of the program interventions, which ensured the involvement and participation of key state institutions and fostered national ownership. The management and coordination of the programme were participatory in nature. However, much as it was consultative and involved all the stakeholders including government and donors alike there were challenges especially in project management and coordination issues which affected effectiveness of the programme.

The implementation strategies of PSJP were well-sequenced and thought out to deliver he desired project results. The steps taken have had a far-reaching impact in galvanising necessary requisite reforms in policies and laws within the security institutions and also brought on board non-state actors into the programme process that are crucial in promoting peace and security, such as Civil Society, the media, religious institutions, and the local people, and of course, many more donors.

The programme was relevant and addressed the justice and security related needs of Libya as a country. It helped in the formation of long-term strategies for the security and safety concerns of the beneficiaries and was largely participatory.

On efficiency, the project made several extensions that generally affected both quality and scope as well as the cost of the project. The project stretched to 57 months, yet only 67.1% of the project funds were consumed; and it was unable to implement all outputs. Also, the project faced unprecedented changes in the project leadership, which had animpact on project efficiency. The project management and coordination had inherent weaknesses, ranging from inadequate experienced staffing to non-compliance with the core management principles of UNDP.

In regards to project effectiveness, the evaluation noted that the project registered some progress such as increased coordination and articulation of the security concerns amongst the Tripoli communities, strengthened synergies amongst the security and justice actors, establishment of a functional Joint programme Technical Committee (JPTC), capacity strengthening of the law enforcements, as well as the project initiating the reform and restructuring processes; however the evaluation found that there was lack of political will, and the administrative systems were still weak and ineffective. Also, there was poor coordination between MOI and MOJ which made it hard to address the security needs in Tripoli.

On the sustainability of project results, the project put in place several pillars to support its sustainability plan including developing the capacities of individuals, systems and institutions (justice, security and political), as well as directing project resources to deliver necessary police reforms. It was however note that the absence of a National Development Plan, limited financial resources, and the fragile state of the project environment characterized by politically instability, ongoing conflict, and the limited reach of state institutions in Libya were by far the most threatening factors to sustaining the project results.

## **7.2 Summary OECD/DAC Ranking Table**

*Overall Performance of the Project (Based on the Satisfaction Likert Scale as follows 5=Very Satisfied, 4=Satisfied, 3=Neither Satisfied nor Dissatisfied, 2=Dissatisfied, 1=Very Dissatisfied).*

|  |  |  |
| --- | --- | --- |
| **Criteria** | **Level of**  **Satisfaction**  **(1-5)** | **COMMENT** |
| Relevance | 5 | The project considered alignment its implementation to the UNDP country programme as well as to the SDG agenda, engaged relevant and key security stakeholders, was appropriate in terms of forming a long-term strategy to the security and safety concerns of the beneficiaries and was largely participatory. |
| Efficiency | 3 | The project had several commitments from Germany, Italy, Netherlands, US/INL and the UNDP– BPPS/CB amounting to $9,379,414.08 with only 6,296,513.80 (67.1%) consumed hence a current balance of 3,082,900.28 (32.9%) as of April 2022. While these financial resources that were committed and made available for implementation for initial proposed 24 months, several extensions were made that generally affected both quality and scope as well as the cost of the project. The project stretched to 57 months yet only 67.1% was consumed |
| Effectiveness | 2 | Efforts to appraise the planned against the achieved required a comprehensive diagnosis of the social-cultural settings, the security and environment within which the project was operating as well as the commitments to the successfully implementation of the project activities. The project did register progress such as increased coordination and articulation of the security concerns in amongst the Tripoli communities, strengthening synergies amongst the security and justice actors, establishment of a functional Joint programme Technical Committee (JPTC), capacity strengthening of the law enforcements, project being able to initiate the reform and restructuring process. However, some gaps were indeed identified including lack of political will, poor and ineffective administrative systems, there was poor coordination between MOI and MOJ to help address security needs in Tripoli, Also Output 3 was not implanted due to political will. |
| Sustainability | 3 | The project put in place some pillars to support its sustainability plan including developing the capacities of individuals, systems and institutions (justice, security and political), channelling of project resources to deliver necessary police reforms, human resource management (including vetting) and executive capacity assistance to support justice and police services. However, given the fragility of the project environment, politically instability, ongoing conflict, and the limited reach of state institutions in Libya was by far the most threatening factors to sustaining the project successes. |
| Gender Mainstreaming | 3 | While efforts were made towards promoting gender programming the project was generally gender blind. Gender statistics were missing and so were efforts to ensure that a plan was designed to ensure that there was Gender-specific data collection and analysis by the project |
| Application of Results Based Management (RBM) | 3 | Evidence shows that adoption of an Integrated Case Management and Tracking System, establishment of a revised SMART M&E Framework that was supposed to be supported by regular monitoring visits, evaluations, and review exercises. However, the reporting was generally affected by the absence of full time M&E officer as well as a consistently functional project manager. |
| Human Rights Based Approach | 3 | This being a critical aspect of the success of the project, the untamed fragility of the political environment undermined these efforts. For instance, it was noted that observance to the human rights obligations by the security state actors was generally challenging whether in police or the prison forces. |
| Capacity Development | 4 | Several successes were registered in this area as a number of capacity building activities were carried out. These included institutional capacity for the judicial police, line ministries, state actors, the criminal justice institutions amongst others |
| UNDP/ UNSMIL Role in the PSJP Implementation. | 5 | UNDP/ UNSMIL played a key role in establishment of the project. These were not only limited to resource mobilization and disbursement but also playing a functional role in establishing effective coordination and project support mechanisms. |
| **Overall Performance** | **3** |  |

## 

## **7.3 Lessons learned**

1. **Designing program intervention that are informed by research:** The evaluation found that research studies conducted before the conception of the intervention are critical as they often inform the intervention design and its implementation logic. The RoL capacity needs assessment that was conducted helped in generating information that was used to inform the key stakeholders and the intervention strategies, among others.
2. **The importance of continued engagement with national counterparts cannot be downplayed.** It’s the continued engagement with national stakeholders that encouraged the Libyan counterparts, built their confidence in the international community, and created more commitment from their side to the reform and development of the rule of law and security sectors.
3. Relatedly, understanding the situation, context, and needs of the partners as opposed to their own assumptions as well as clearly defining their roles and responsibilities from the start is crucial in addressing their needs better.
4. **The availability of government/local policy and regulatory frameworks increases sustainability:** The evaluation learned that project/programmatic interventions in justice and security are more likely to be more sustainable when they are backed by government policy and regulatory reform. The 2006 reforms that were introduced enabled government ownership and buy-in to training assistance and enabled greater monitoring and evaluation oversight of said assistance.
5. **Wide stakeholder engagement and participation:** Working with various stakeholders and existing structures is very instrumental in building momentum as well as strengthening the operationalization of the legal and policy reforms in security institutions, as they provide a unique opportunity to work through their networks, thus enabling deeper and wide spread penetration into the communities.
6. **Involvement and participation of the citizenry, local institutions and structures enhance national ownership:** The involvement of nationals, citizens, local institutions, as well as key state actors enhances national ownership, which supports the sustainability of the project results and interventions.
7. Additionally, as gender issues, and human rights are critical in Libya, and are centralto development and humanitarian programmes, the programmes’ deliberate action to include gender in its programme interventions is a positive step towards inclusiveness of gender issues and also contributed to the sustainability of the programme results. However, such programme interventions should seek the guidance of already established institutions that are working on women’s issues, such as the UN Women.
8. **The development of a donor coordination matrix increases the efficiency and effectiveness of the program:** The evaluation findings also revealed that the development of a donor coordination matrix for partnership enhancement minimises the duplication of donor activities whileensuring better targeting and reducing resource wastage; as a result, resources are used todeliver greater outputs, leading to the achievement of project results.
9. **Inclusion of Gender - GBV and Human Rights aspects:** Amplifying and paying special focus on gender and human rights aspects at the design stage enriches the program and leads to greater project impact on women’s rights violations. It also increases programme relevance as it’s aligned to global humanitarian and development agendas such asAgenda 2030 i.e., inclusion, leaving no one behind (LNOB), gender, and equality among others.
10. **Emphasizing and embracing the Results Based Management (RBM), Harmonized Cash Transfer (HACT) and Rights Based Approach to Programming (RBAP**) by UNDP as important programming tools as well as building the capacities of government partner institutions in this line will help the project in streamlining its reporting mechanism and systems. The UN itself should assist the government to design specific capacity building strength in this line, leveraging its international network and knowledge.
11. **Effective communication and feedback mechanisms.** Developing and managing communication and feedback mechanisms is crucial in managing project challenges and expectations. It ensures timely actions, which enables timely decision making and ultimately enhances the efficiency and effectiveness of programme interventions.
12. **Interventions focused on building the capacity of national counterpart staff** are crucial as they ensure that there is effective and, in some cases, efficient transfer of knowledge to counterparts; and ensure a supply of qualified nationals. This is very important in a country such as Libya where the security situation is fragile and, in some cases, restricts the deployment of international consultants.
13. **Developing and systematically implementing an integrated criminal justice system in a volatile situation** without a coherent enabling environment and legislation pauses a big challenge not achievement of the programme results and the sustainability of the results achieved. Any interventions to scale up PSJP need to plan for activities to address these gaps in legislation.
14. **Clearly communicating, clarifying UNDP expectations, systems, processes** e.g., on DIM modality to the partners i.e., MoI and MoJ at the start of the programme is crucial as it ensures the smooth running and management of programmes of this magnitude and nature; as well as improves the quality control particularly the procurement process. This is currently not well understood by the national counterparts.

## **7.4 Best practices**

1. **Physical infrastructures Renovation and Model police Station:** The project was noted to have, amongst other indelible marks, renovated about 15 Police Stations in Tripoli and one Police Technical Training Institute. This isgood practice as it leads to sustainability. Furthermore, the first ever model Police Station was rehabilitated and furnished under this project in Hai al-Andalus, Tripoli, which showcased a new approach to Community Oriented Policing. The rehabilitation
2. **Project Trainings and capacity building initiatives:** One of the key strategies adopted by the project was to use training and capacity building in order to empower and skill~~s~~ the project beneficiaries, especially the police officers and prisoners. The evaluation noted that about 400 Police patrolling officers and Prison Security as well as 350 Judicial Police were skilled and trained in their relevant mandates. A case in point is the rehabilitation of prisoners at the Pilot Vocational Training centre – Al Jadeida Prison which enabled prisoners to be skilled in welding, computer and cooking skills, amongst other skills sets.
3. **The RoL Capacity needs assessment**: It was very instrumental in informing the selection of interventions and activities and proper sequencing of intervention: It enabled the programme to better direct resources to activities that could deliver programme results.
4. **The establishment of coordination mechanisms:** Additionally, the establishment of programme coordination mechanisms was very critical to ensuring the proper, and timely coordination and oversight of programme implementation activities. It not only strengthened the effective interagency cooperation and programme implementation, but also yielded more financial and technical resources, which increased the efficiency and effectiveness of the programme interventions.
5. **The proper sequencing of programme activities:** The proper and deliberate effort to sequence programme activities was effective for implementing the programme results; the sequenced activities anchored each preceding activity; this ensured the achievement of programme results amidst the challenges.
6. **Participatory approach of project management**: Furthermore, the participatory approach of programme management was very effective as it helped build national ownership of the programme and helped to ease reporting and programme coordination.
7. **Gender inclusion:** The establishment of gender structures and institutions enhanced the promotion of women’s rights: Specific Structures and institutions created within security institutions to enhance gender promotion and women’s rights.
8. **Curriculum Development and SOPs:** Another good practice noted was the curriculum development for the judicial Police as well as the development of the Standard Operating Procedures (SOPs) that were geared at assisting in addressing Human rights issues. The formation of necessary and review of existing constitutional reforms is a cornerstone in sustainable justice and security programming.
9. **Study Tours:** Lastly the evaluation also noted that the project was able to arrange study tours for example to Jordan for the Police for benchmarking purposes.

## **7.5 Recommendations**

On the whole there is a need for a successor programme to consolidate and build on the gains as well as address other security and justice chain delivery systems and mechanisms, especially the ICMS and GRP.

1. **Strengthen and enhance project management:** It is a well-known fact that effective and efficient project management is fundamental to the achievement of the project objectives; as such, any interventions to scale up the PSJP should consider enhancing its management by;

* Recruiting an adequate number of dedicated project staff with matching skills and international expertise as well as being conversant with basic UNDP project management systems and processes. The minimum project staff should at least include a Project Manager, Finance and Administration specialist, M&E Specialist, Project Assistant, over and above all specific experts depending on the defined project scope and interventions.
* Allocating adequate resources for implementation and management of the project based on sequenced planned outputs.
* The Project Management costs should in future factor in project risks costs for instance during times of COVID and political instability rendering the extension of the implementation period
* Adopting a hybrid procurement system whereby at the design stage there should be proper identification of procurement needs so that UNDP can waive some to be procured directly by the implementing partners.
* Strengthening the coordination between the project management team (UNDP and UNSMIL)

1. **Adjust Coordination and stakeholder’s engagement:** There is need to enhance the coordination and stakeholder engagement. This can be achieved by;

* Clearly defining the roles and responsibilities of each implementing partner through signing of a joint Memorandum of Understanding. This will help to avoid unnecessary conflict and help to ensure that they have more interactive consultations on a regular basis to be able to appreciate their needs and responsibilities in promoting peace and security. This can additionally, be achieved by developing a donor coordination matrix which will increase coherence and minimise the duplication of activities and boost the programmes efficiency and effectiveness in achievement of results.
* Reinforce coordination of inter-governmental agencies working in the areas of justice, security, and human rights to maximize the intensity and coverage of the interventions. In that respect, strategies to facilitate interventions in sector working groups should be enhanced to trigger a change in mindset and seamless interaction, especially with infrastructure like ICMS etc. This should be the first ~~r~~esponsibility of the State institutions- Judiciary, Prison services and police.
* Strengthen a participatory approach to the intervention design that involves targeted beneficiaries, State institutions both at the higher and lower level. Ensure that infrastructures, like ICMS will be used and maintained by involving state institutions, CSOs and direct beneficiaries across the board.
* The key aspects of coordination should also be based on a clear identification and definition of common result areas and how the UNDP and its partners work together in order to achieve those results, while ensuring accountability and alignment. Coordination would therefore be required at all the levels such as; (1) coordinating strategic decisions at the UN Project Board level, including monitoring the external environment and managing assumptions; (2) coordinating project management with government partners at the sector level; and (3) coordinating work plan activities at the output and project level.
* Multi-stakeholder engagement: the project should also look into engaging and bringing on board other relevant stakeholders to ensure greater impact as well as representation. This can be the NSAs-NGOs, the Bar Associations, the Academia and Research Institutions.

1. **Strengthening M&E function and reporting mechanisms through Results Based Management (RBM):** Future plans to scale up the PSJP need to ensure that a robust M&E system with a clear theory of change, a results logical framework with SMART indicators, an M&E plan specifying M&E activity, and responsibilities are designed and utilized. Relatedly, the PSJP needs to enhance the reporting system to include quarterly work plans and reports along with annual work plans and reports. Furthermore, the PSJP should also consider recruiting and deploying a dedicated Project M&E Specialist as opposed to relying on the already overloaded Country Office M&E Specialist.
2. **Exit strategy:** In designing the future UNDP scale up or successor projects, there is need to ensure explicit exit strategy with a clear operations and maintenance plan is embedded within the Project or Program document. This ensures the sustainability of the project interventions such as the supported and rehabilitated infrastructural facilities.
3. **Integrated Case Management System (ICMS) should be a stand-alone project:** Whereas the ICMS is a very crucial tool, it should be developed into a full project on its own since it requires substantial resources but also takes time to be fully implemented based on its stages as well as first securing a conducive eco-system. Since all bidding as well as the studies informing its development have been done, its implementation can be phased by building the core system at MOI main HQ first; and then start implementing in police directorates and judicial police.
4. **Strategies at project design stage:** There is a need to consider integrating the following strategies in the design and formulation of the future successor program

* Development of a **multi-media communication strategy** as this will increase the project’s visibility and impact as well as enhance coherence and co-ordination and feedback mechanisms.
* Development of a **Resource Mobilization Strategy** for a coordinated funding of project activities as well as to avoid duplication and donor fatigue.
* Undertaking a **Gender Analysis** as well as development of a **Gender Strategy** in order for the outputs to respond to specific needs of women, and other vulnerability categories needs in the sector
* **Capacity building strategy:** A capacity building strategy should be developed with a criterion for selecting training participants clearly spelt out as well as the targets, such as emphasizing the middle level cadres as opposed to only focusing on the top management.

1. **Need for further resource mobilization:** As a development partner, UNDP needs to make considerations to mobilise for more development support (i.e., financial resources) to strengthen the existing support of the development processes. Relatedly, it should explore the options for streamlining development interventions such that the PSJP processes are supported.
2. **Participation of national stakeholders in the design process:** Considerations need to be made for programme interventions to be included in the national stakeholders (MOI and MOJ), as well as in the planning and designing of the programmes; as these increases buy in and, ownership of results, which increases the likelihood of sustainability of the programme results.
3. **Mobilisation of the Citizenry behind the justice and security process.** The inclusion of citizens through active involvement of all stakeholders shall enhance the citizen/beneficiary ownership of programme results. Relatedly, mobilization of nationals should also involve CSOs as the mobilization activities would have a wider reach in the entire country through the CSO networks and partners.
4. **Broadening and expanding the scope:** Any successor programme should consider broadening and expanding the geographical scope of coverage, and partnership of the programme to go beyond the government, and extend to academia, bar association, stakeholders, state and non-state actors in rule of law and the CSOs as they bring to the table experiences from handling similar programmes in other countries that can be borrowed and contextualized to suit Libya. In future the programme should also integrate the Living No One Behind principles as well as its various marginalized categories like PWDs etc

# Annexes

## ***Annex 1: Evaluation Matrix***

|  |  |  |
| --- | --- | --- |
| **Evaluation Criteria** | **Key Evaluation Questions** | **Data Sources / Tools** |
| **Relevance:** | The extent to which the joint programme strategy, proposed activities, and expected outputs and outcomes are justified and remain relevant to beneficiaries’ assessed needs, the country’s policies, and the donor’s priorities. More specifically, the relevance of the joint programme should be assessed through the following questions:   * To what extent is the intervention strategically relevant to fulfil its objective as stated in the Project Document? * To what extent are the objectives still relevant given the continued political instability, Libya’s financial crisis, and the impact of the COVID-19 pandemic? * Has the joint programme put in place a mechanism to understand and design specific interventions to address the issues of women, girls, and boys? * Is the PSJP’s Theory of Change valid? What changes, further assumptions, or additional risk management might be required to give it greater effect in upcoming phases? | * UN Strategic Framework and UNDP Country Programme Document, Annual Reports, Mid-term Evaluation report, Joint Programme Annual Reports, Annual Work plans, UN Human Rights Due Diligence Policy document, crime and victimization trends survey for * Tripoli, vetting/selection and human resourcing * plans and oversight procedures, community based * policing model * Interviews: UNDP Country Office Team, Government Officials, CSOs team, Director of Police and Director of Prisons |
| **Efficiency** | The extent to which the project resources (funds, expertise/human resources, time, etc.) are optimally used and converted into intended outputs. More specifically, the efficiency of the project should be assessed through the following guiding questions:   * To what extent has PSJP adapted to the COVID emergency to ensure efficiency in implementation? * Is PSJP’s risk matrix fit for purpose? Is the risk management approach appropriate? * Is the project delivering its outputs in a cost-efficient manner? * Are there necessary and relevant resources allocated to the project to carry out the stated activities and outputs? * Are the human and financial resources appropriately allocated? * Is the project equipped with the necessary tools and equipment? * Is the project delivering its outputs and services in a timely manner? | * Documents: PSJP programme document, Risk Assessment Reports, Financial and Audit Reports, Annual Work Plans and Reports, Covid-19 response reports, * UNDP Programme and Operations Policies and Procedures (POPP), Financial and Audit reports, UNDP Financial Regulations and Rules. Joint M&E strategy and plan, Joint programme monitoring framework (JPMF) * Interviews: UNDP Country Office team. Head of Police, Head of Prisons |
| **Effectiveness** | Effectiveness the extent to which the project’s expected outputs and outcomes are being achieved or are expected to be achieved. Factors contributing to or detracting from the achievement of the project’s desired results and objectives should also be included in the assessment. More specifically, the effectiveness of the project should be assessed through the following guiding questions:   * What factors have influenced the ability of PSJP to deliver its results? Has the impact of the COVID-19 pandemic affected the implementation of project activities? To what extent has PSJP adapted and responded to any factors affecting its implementation? * Is the project on track to deliver the planned outcomes? If not, why? What unplanned outputs have been delivered? * Is the project making progress according to the stated targets and agreed timeframe? * Are the outputs consistent with the intended project objectives? * Overall, were the activities and outputs planned and organized to achieve the desired results? | * Documents: Financial and Audit Reports, Annual Work plans and Reports, Monitoring Reports, Mid-term evaluation Reports, Training reports for vetted police and prison officers, Report for strategic communications campaign, Capacity building reports, Reports on statistical * data analysis training and information-based planning, Reports of vetting/selection and human resourcing * plans and oversight procedures for police and prison * personnel, Report of crime and victimization trends survey for * Tripoli. * Interviews: * UNDP Country Office team. Head of Police, Head of Prisons |
| **Disability** | * Were people with disabilities consulted and meaningfully involved in programme planning and implementation? * What proportion of the beneficiaries of a programme were people with disabilities? * What barriers did persons with disabilities face? Was a twin-track approach adopted? [[3]](#footnote-4) | * Documents: PSJP project document, Annual Work plans and Reports, Mid-term evaluation Report, CSOs reports * Interviews: UNDP CO team, Government Officials, CSO advocating for PWDs rights, Disabled Peoples Organisations, Focus Group discussions with PWDs |
| **Human rights** | * To what extent have poor, indigenous, and physically challenged women, men and other disadvantaged and marginalized groups benefited from the work of UNDP in the country? | * Documents: PSJP project document, Annual Work plans and Reports, Mid-term evaluation Reports and Human Rights Reports. * Interviews: UNDP country Team, CSOs staff and Focus Group Discussions with PWDs (Women, men) Marginalized and Indigenous Groups |
| **Risk** | * Are there any social or political risks that may jeopardize sustainability of project outputs and outcomes? | * Documents: Project Reports, Monitoring Reports, Programme Risk Assessment Reports * Interviews: UNDP Country Team and Government Officials |
| **Sustainability of the Project.** | In assessing the 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. It will also include the positive and negative impact of external factors, such as changes in terms of peace building and reconciliation conditions.  On sustainability, the evaluation will measure the like hood of the project’s continuity after donor funding has been withdrawn. Some of the key questions will include:   * To what extent was sustainability considered in the planning and execution of the Project’s activities? To what extent is there evidence of sustainability of results? * Are the necessary steps being taken to build ownership of the project and promote sustainable outcomes? * Are steps being taken to ensure there will be the necessary human and financial resources, and key stakeholder support to ensure the continuation of activities after the project ends? * Has PSJP supported the capacity strengthening initiatives of national staff to enable them to take the lead in respective project areas? * What are the key lessons learned throughout the period of implementation of the project and which can be utilized to guide future strategies and projects? * How could the project be improved to ensure increased sustainability? Particularly in relation to future project design and management. * What set of recommendations can be given for a similar initiative, especially the development of a second phase of the project? | * Documents: PSJP programme document, Mid-term Evaluation Report, Programe exit strategy, Monitoring Reports, Annual Reports * Interviews: UNDP CO team, Government Officials. Director of Police, Director of Prisons and Mayor of Tripoli |
| **Cross-Cutting Issues** | | |
| **Leave no one behind** | In “Leave no one behind” gender aspects will be considered well in evaluation questions as well as in the evaluation process. Gender analysis, including gender disaggregated data, needs to be incorporated into the evaluation.   * To what extent has the research and monitoring of PSJP for Libya been inclusive in terms of capturing the situation of the most vulnerable and marginalized part of the Libyan population, vulnerable ~~f~~to the incitement of criminal justice institutions to advance security * To what extent has PSJP for Libya civil society and youth engagement been able to include and reach the most vulnerable and marginalized part of the Libyan population, vulnerable to incitement of justice. | * Documents: Project Document, LNOB reports, UNDP Results Oriented Report, Research and Monitoring Reports of PSJP, CSO reports * Interviews: Staff with PSJP * Focus Group discussions with youth and vulnerable |
| Gender Equality: | * To what extent has PSJP for Libya and other national stakeholders’ capacity been strengthened in better promoting and protecting women’s rights? * To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project? * Is the gender marker data assigned to this project representative of reality? * To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects? * To what extent was the management structure outlined in the project document efficient enough to generate the expected results? To what extent were the resources used to address inequalities in general, and gender issues in particular? * To what extent will targeted men, women, and vulnerable people benefit from the project project’s interventions in the long term? To what extent will financial and economic resources be available to sustain the benefits achieved by the project? | * Documents: Project document, Gender Marker Reports, Financial Audit Reports, Mid-term evaluation, Annual Work plans, and reports, Program Monitoring Reports, Human Development Reports, United Nations Sustainable Development Documents. * Interviews: UNDP CO Project Team, Government, CSOs, Focus groups discussion and Direct observations |

## ***Annex 3: Pledge of Ethical Conduct***

**Evaluators/Consultants:**

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people’s right not to engage. Evaluators must respect people’s right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders’ dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

**Consultant Agreement Form**

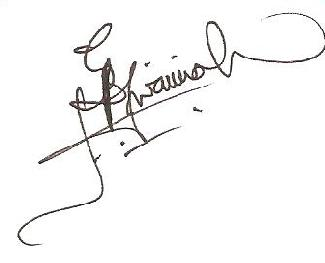
Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant: **CLIFF BERNARD NUWAKORA**

**INTERNATIONAL CONSULTANT**

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at Kampala 10th June 2022

Signature: 

## ***Annex 4: List of Key Informants Interviewed***

|  |  |  |  |
| --- | --- | --- | --- |
| **#** | **Name** | **Gender** | **Organization/title** |
|  | Christopher Denis Laker | M | DRR – Operations UNDP Libya |
|  | Byashim Byashimov | M | Program Specialist – UNDP Libya |
|  | Shuruma Andrew | M | Project Team Leader – UNDP Libya |
|  | Mahezabeen Khan | F | M&E specialist – UNDP Libya |
|  | Enas Aribi | F | Project Manager – PSJP UNDP Libya |
|  | Salaheddin Gharman | M | Program Assistant – UNDP Libya |
|  | Brig. Yousef Alrabti, | M | Head of the International cooperation office |
|  | Brig. Suliman Albaruni, | M | Head of Quality and performance office |
|  | Col. Abduljalil Bati, | M | Member of the Minister office |
|  | Col. Abdulrauf Abdulgani, | M | Member of the training department |
|  | Col. Sumaya Alsanosi, | F | Head of the immigration office |
|  | Col. Enas Ewhishi, | F | Head of family and children office |
|  | Rima | F | Dealing with Woman issues (Washem Project Manager) |
|  | Moyaser |  | Dealing with Youth issues (H2O Project Manager) |
|  | Imad Shuman | M | UNSMIL senior police advisor |
|  | Mohammed Alqussary | M | Previous PSJP PM |
|  | Technical committee |  | MOI |
|  | Dhanashree Karmarkar |  | Previous PSJP PM |
|  | Osama Matri |  | Previous PSJP PM |
|  | Khadija Alboaishi | F | Previous PSJP RoL Advisor (currently Gender Advisor) |
|  | Government of Germany |  | Responded |
|  | Government of Netherlands |  | Responded |
|  | Government of Italy |  | Waiting for their response |
|  | US /INL |  | Responded and Cliff is taking the lead |

## ***Annex 5: List of Documents reviewed***

1. PSJP Annual Progress reports 2017 - 2021
2. Annual Wok Plans (AWPs) 2017 - 2021
3. Consolidated Delivery Reports 2017 - 2021
4. Inception Report Template
5. List of PSJP Key stakeholders and partners
6. Summary PSJP Atlas AWPs
7. UN Strategic Framework 2019 – 2022
8. UNDP Annual report 2021
9. UNDP Country Programme Document 2019 – 2020
10. UNEG evaluation guidelines
11. UNEG Quality Check list for Evaluation report
12. UNSF Evaluation Report October 2021
13. UNSMIL – UNDP PSJP Project Document

## ***Annex 6: Data Collection Tools***

KII GUIDE WITH DONORS

**(**THE GOVERNMENT OF GERMANY, THE GOVERNMENT OF NETHERLANDS, THE GOVERNMENT OF ITALY AND THE UNITED STATES DEPARTMENT OF STATE’S BUREAU OF INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT AFFAIRS (INL/US)**)** AND **PARTNERS** (EUROPEAN UNION)

**PROJECT RELEVANCE (EVALUATING & ASSESSING THE DESIGN OF THE PROJECT BASED ON THE PROJECT** **THEORY, LOGIC, CONCEPTUA**

**Use a value scale of 1 to 5 and provide additional detail to support your choice**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q101. To what extent was the project designed to effectively ensure that the safety and security of intended beneficiaries were fully catered for? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q102. To what extent did the project funders take into consideration existing safety and security factors including the justice mechanisms, environmental considerations and the socio-cultural factors (this is based in whether a needs assessment or feasibility study was carried out)? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q103. To what extent did the funders fact in the need for a relevance assessment to prioritize the justice and security needs for the envisaged project beneficiaries as to inform what priority areas to consider when channeling resources to the project? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q104. In your view, to what extent did the funders take into consideration sensitive contextual issues (geo-political, socio-cultural, equity and capacity) to guide identification of strategic partners prior to signing off the project charter? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF PROJECT RELEVANCE** *(1=very poor 2= rather unsatisfactory 3=satisfactory 4=good 5=excellent/highly relevant)* | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |

**PROJECT EFFICIENCY (EFFECTIVE PROJECT UTILIZATION OF RESOURCES)**

To what extent do you agree or disagree on whether the establishment of the PSJP project provided optimal results to the project beneficiaries or was provided efficiently and on time and within budget? ***Please state the extent to which you view as true or untrue regarding current visibility of the following project outcome statements in your district, where 1=Strongly Disagree 2=Disagree 3=Neutral 4=Agree 5= Strongly Agree (please tick only one option per statement AND justify your response).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q201. To what extent did the project funders consider establishing effective mechanisms and or processes to track effective utilization of project resources used as prescribed in the project documents? (*Possibly budget vs expenditure should be provided*) (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q202. To what extent did the funders take into consideration existing analytical tools, operational considerations as well as competences to guide with progressive assessments of the project’s ability to effectively absorb the budgeted resources? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF PROJECT EFFICIENCY** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**EFFECTIVENESS (EVALUATION QUESTIONS ABOUT THE DELIVERY OF PROJECT OUTCOMES TO DATE AGAINST THE ORIGINAL OBJECTIVES)**

How satisfied are you with the delivery of the entire project outcomes? Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement AND justify).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q301. To what extent did the funders take into considerations project management and M&E principles as a basis to establish mechanisms and best practices for implementing the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q302. To what extent were quality standards (to factor in control and process improvement in implementation of the project in a fragile environment) integrated to safeguard the project against negative and unintended outcomes? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **Overall Assessment of Project Effectiveness** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**CONNECTEDNESS AND SUSTAINABILITY (ASSESSING THE EXTENT TO WHICH THE PROJECT BENEFITS WILL LAST BEYOND THE PROJECT LIFE)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q401. To what extent did the funders ascertain the capacity, economic, social and political considerations prior to authorizing the implementation of the project in Libya? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q402. To what extent did the project funders consider the sustainable linkages financial, security, economic, social-cultural and environmental factors that they envisaged to ensure that broader long-term strategies are adopted to guide the project achieve adoptable and participatory approaches past the current funding? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF PROJECT SUSTAINABILITY** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**RISK (ASSESSING THE UNANTICIPATED OUTCOMES)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q501. To what extent did the funders assess the social or political risks that may jeopardize sustainability of project outputs and outcomes? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q502. To what extent did the project funders consider its risk appetite to guide with the appraisal of the project and therefore considerably the effective implementation while considering the social and political barriers in the country? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q503. To what extent did the project funders adopt risk assessment mechanisms to identify the potential hazards that would harm the effective implementation of the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF RISK MANAGEMENT** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |
|  | | | | | |

KII GUIDE WITH MOI and MOJ

**(**MINISTRY OF INTERIOR JOINT PROGRAMME TECHNICAL COMMITTEE MEMBERS AND MINISTRY OF JUSTICE JOINT PROGRAMME TECHNICAL COMMITTEE MEMBERS)

**PROJECT RELEVANCE (EVALUATING & ASSESSING THE DESIGN OF THE PROJECT BASED ON THE PROJECT** **THEORY, LOGIC, CONCEPTUAL COMPONENTS, AND ASSUMPTIONS)**

**Use a value scale of 1 to 5 and provide additional detail to support your choice**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q101. To what extent was the project aligned or linked to the CPD, the IGAD Framework and the National Strategic Plan? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q102. In your view, to what extent did the project address a genuine security and political need of the Libyan population amongst the local actors and the programming areas at large? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q103. To what extent did the project take in consideration building of institutional capacity in terms of staffing, local knowledge, and experience to implement the project's targets? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q104. To what extent did the project impact on the population’s perception of the ability of the police to control crime in the community? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q105. To what extent did the project create mechanisms to capture the proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice providing details of the actual proportion of victims who reported: | | | | | |
| q106. To what extent would you say that the intervention was strategically relevant to fulfil its objective as guided by the national security requirements based on the mandate of the justice and security state actors? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q107. To what extent are the objectives still relevant given the continued political instability, Libya’s financial crisis, and the impact of COVID-19 pandemic? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF PROJECT RELEVANCE** *(1=very poor 2= rather unsatisfactory 3=satisfactory 4=good 5=excellent/highly relevant)* | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |

**PROJECT EFFICIENCY (EFFECTIVE PROJECT UTILIZATION OF RESOURCES)**

To what extent do you agree or disagree on whether the establishment of the PSJP project provided optimal results to the project beneficiaries or was provided efficiently and on time and within budget? ***Please state the extent to which you view as true or untrue regarding current visibility of the following project outcome statements in your district, where 1=Strongly Disagree 2=Disagree 3=Neutral 4=Agree 5= Strongly Agree (please tick only one option per statement AND justify your response).***

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| q201. Based on your assessment as a key stakeholder to the current security situation, to what extent would you say that there was a reasonable relationship between project inputs and project outputs? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q202. To what extent did the institutional arrangements (especially with support from the government structures like justice and security) promote cost-effectiveness and accountability by the project? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q203. To what extent has PSJP adapted to the COVID emergency to ensure efficiency in implementation? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q204. To what extent do you agree or disagree on whether the establishment of PSJP funded project deliverable of the project provided optimal results to the project beneficiaries or was provided efficiently and on time? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q205. In your own assessment, to what extent was the risk management approach for the project appropriate to the existing security and justice situation during the implementation of the project? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| **OVERALL ASSESSMENT OF PROJECT EFFICIENCY** *(1=very poor 2= rather unsatisfactory 3=satisfactory 4=good 5=excellent/highly relevant)* | | 1 | 2 | | 3 | | 4 | | 5 |
| Please briefly explain your choice: | | | | | | | | | |

**EFFECTIVENESS (EVALUATION QUESTIONS ABOUT THE DELIVERY OF PROJECT OUTCOMES TO DATE AGAINST THE ORIGINAL OBJECTIVES)**

How satisfied are you with the delivery of the entire project outcomes? Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement AND justify).***

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| q302. To what extent did the PSJP follow technical standards and/or project models from the line ministries (MoI and MoJ) as well as the funding governments? | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q303. To what extent did the project identify critical components for strengthening organizational capacity on advocacy and supported implement the intended project results as well as involvement of key security actors? | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q304. To what extent did the project provide the necessary support to partners and security organs, formal and informal structures to strengthening capacity of PSJP to improve advocacy for institutional development and development of necessary policy documents? | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q305. To what extent did the project ensure that the necessary structures, roles and resourcing of local police and prison management institutions clarified and prioritized according to identified needs in Tripoli? | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q306. To what extent has the project established a network of actors that supported partnerships to improve national security systems with the aim of ensuring that the local police and criminal justice institutions as well as law enforcement systems become stronger in ensuring transformative security and justice for all, including marginalized groups? | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q307. To what extent did the project influence establishment of justice and security policies with specific attention to safety, gender, and access to justice and legal support? | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q308. To what extent did the project influence or ensure that mechanisms were put in place to improve the effectiveness of law enforcement and criminal justice institutions service delivery in Tripoli especially through provision of training and technical and material assistance? | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q309. To what extent did the project effectively support the existing support structures especially the Ministry of Interior to enable better assess and provision of feasible reintegration and demobilization options for members of armed formations? | 1 | | 2 | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | |
| q310. To what extent did the project foster implementation of the necessary systems to support and enhance existing organizational reforms efforts, and authorized structures within the Ministry of Interior by providing the necessary capacity development and organizational assistance? |  | |  |  | |  | |  | |
| Please briefly explain your choice: | | | | | | | | | |
| **OVERALL ASSESSMENT OF PROJECT EFFECTIVENESS** *(1=very poor 2= rather unsatisfactory 3=satisfactory 4=good 5=excellent/highly relevant)* | | 1 | 2 | | 3 | | 4 | | 5 | |
| Please briefly explain your choice: | | | | | | | | | | |

**CONNECTEDNESS AND SUSTAINABILITY (ASSESSING THE EXTENT TO WHICH THE PROJECT BENEFITS WILL LAST BEYOND THE PROJECT LIFE)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q401. To what extent are the PSJP funded project results achieved so far sustainable? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q402. To what extent has the project established processes and systems that are likely to support continued impact in supporting security and justice in Libya? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q403. To what extent have the unmet needs identified relevant to support eventual continuation of the project beyond its current funding and implementation period? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q404. To what extent are you satisfactory that the critical services and effects of the project will be sustained beyond the duration of the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q405. To what extent would you say that the capacity of project key actors was built to contribute to sustaining the positive changes in the justice and security sectors of Libya? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q406. To what extent have there been any established partnerships you are aware of that PSJP is working with? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF PROJECT SUSTAINABILITY** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**HUMAN RIGHTS (RESPECT FOR HUMAN DIGINITY)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q501. To what extent did the project highlight mechanisms or approaches necessary to ensure that human rights violations are minimized but equally necessary to supporting a more effective transition to peace, democracy and the rule of law? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q502. To what extent was the programme involving security actors as well as other formal and informal structures to ensure that crimes against humanity are addressed? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q503. What human rights concerns still exist that need consultative support to effect transition to peace, democracy and the rule of law? | | | | | |
|  | | | | | |
|  | | | | | |
|  | | | | | |
| q504. How is the project ensuring that these concerns are addressed? | | | | | |
|  | | | | | |
|  | | | | | |
|  | | | | | |
| **OVERALL ASSESSMENT OF HUMAN RIGHTS PRACTICES IN LIBYA** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**GENDER EQUALITY AND ANALYSIS (ASSESSING THE CONCEPT OF EQUAL POWER AND EQUAL OPPORTUNITIES)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q601. To what extent have the security actors and other national stakeholders’ capacity been strengthened in better promoting and protecting women’s rights? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q602. To what extent would say that gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q603. To what extent have the research and monitoring of PSJP for Libya been inclusive in terms of capturing the situation of the most vulnerable and marginalized part of the Libya population, vulnerable for incitement of criminal justice institutions to advance security? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q604. To what extent has PSJP for Libya civil society and youth engagement been able to include and reach the most vulnerable and marginalized part of the Libya population, vulnerable for incitement of justice? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF GENDER EQUITY AND ANALYSIS** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**RISK (ASSESSING THE UNANTICIPATED OUTCOMES)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q701. To what extent would you say that the project design had the capacity to assess the social or political risks that may jeopardize sustainability of project outputs and outcomes? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q702. From a security perspective, to what extent did the project consider the risk exposure of the implementors as an approach to appreciate the environmental and operational risks associated with the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q703. To what extent did the state actors ensure that the project adopted more effective risk assessment mechanisms to identify the potential hazards that would harm the effective implementation of the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF RISK MANAGEMENT PRACTICES** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |
|  | | | | | |

KII GUIDE WITH PSJP IMPLEMENTING TEAM (UNDP AND UNSMIL)

**PROJECT RELEVANCE (EVALUATING & ASSESSING THE DESIGN OF THE PROJECT BASED ON THE PROJECT** **THEORY, LOGIC, CONCEPTUAL COMPONENTS, AND ASSUMPTIONS)**

1. **PROJECT MANAGEMENT AND IMPLEMENTATION INFORMATION**

Q1. Programme Status

|  |  |  |  |
| --- | --- | --- | --- |
| **Originally planned start date** | **Actual start date** | **Originally planned completion date** | **Revised completion date** |
|  |  |  |  |

Q2. What were the main **implementation, management and administration problems** encountered in the start of Programme and lessons learned?

Q2.a. Which manuals and guidelines have been developed for the implementation of project activities? ……….

………………………………………………………………………………………………………………

1. **FINANCIAL MANAGEMENT**

Funding sources, annual planned and actual expenditures, component/outpu/activity wise expenditures

Q4. What is the funding history and sources? (in US$)

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  | **Year 1**  **(2017/ 2018)** | | **Year 2**  **(2018/ 2019)** | | **Year 3**  **(2019/ 2020)** | | **Year 4**  **(2020/ 2021)** | | **Year 5**  **(2022/ 2022)** | | **Total Planned Expenditures** | **Total Actual Expenditures** |
| Source of Funding | Planned Expenditures | Actual Expenditures | Planned Expenditures | Actual Expenditures | Planned Expenditures | Actual Expenditures | Planned Expenditures | Actual Expenditures | Planned Expenditures | Actual Expenditures |
| **UNDP** |  |  |  |  |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |  |  |  |  |
| **….** |  |  |  |  |  |  |  |  |  |  |  |  |
| **Total** |  |  |  |  |  |  |  |  |  |  |  |  |

Comments, if any ……………………………………………………………………………………………………………………………………………..

**C. HUMAN RESOURCES/STAFF INPUT** – national and international staff,

**Q 5. Component/Activity wise Financial Input in US$ (As of 30th April 2022)**

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Project component/ Expenditures** | **Project Management** | **Output 1** | | | | | | | **Output 2** | | | | | **Output 3** | | | | **Output 4** | | | | | **Total** |
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Planned |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Actual |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |

**Q 6. Staffing/Management Expenditures according to each category in US$ (As of 30th April 2022)**

|  |  |  |  |
| --- | --- | --- | --- |
| **Staff** | **Staff Input *(Person Months)*** | **Expenditures**  **(2017-2022)** | **% of total Expenditures** |
| International |  |  |  |
| National |  |  |  |
| Consultants |  |  |  |
| **Total** |  |  |  |

**Q 7: Expenses as of As of 30th April 2022**

|  |  |  |
| --- | --- | --- |
| **Component** | **Expenditures** | **% of Project’s total expenditures** |
| Management (staff) |  |  |
| Project Activities |  |  |
| Equipment |  |  |
| Misc. |  |  |
| **Total** |  |  |

Q 8 . Fund release problems, if any and how those were resolved? ……………………………………………..

Q9. Were UNDP audit procedures and rules were adhered to in fund utilization, allocations and procurement (ATLAS, etc.)? Pl. provide comments by Auditors. ………………………………………………………

**Use a value scale of 1 to 5 and provide additional detail to support your choice**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q101. To what extent did the implementation team consider setting realistic project targets? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q102. To what extent did the project objectives reflect the needs of the eventual recipients (women, girls and boys) of the envisaged changes in the social and political stability of Libya? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q103. To what extent did the planning and implementation of interventions take the local context into account? (Whether they were based upon an adequate needs-assessment showing understanding of and support for the safety and capacities of locals to include both the formal and informal actors) (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q104. In your view, to what extent did the project address a genuine security and political need of the Libyan population amongst the local actors and the programming areas at large? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q105. To what extent would you say that the intervention was strategically relevant to fulfil its objective as stated in the Project Document? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q106. To what extent are the objectives still relevant given the continued political instability, Libya’s financial crisis, and the impact of COVID-19 pandemic? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q107. To what extent would you say the joint programme put in place mechanisms to understand and design specific interventions to address the issues of women, girls, and boys? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q108. To what extent do you believe that the PSJP’s Theory of Change is valid? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q109. To what extent did the project take in consideration building of institutional capacity in terms of staffing, local knowledge, and experience to implement the project's targets? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: |  |  |  |  |  |
| q110. What changes, further assumptions or additional risk management might be required to give it greater effect in upcoming phases? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) |  |  |  |  |  |
| Please briefly explain your choice: |  |  |  |  |  |
| **OVERALL ASSESSMENT OF PROJECT RELEVANCE** *(1=very poor 2= rather unsatisfactory 3=satisfactory 4=good 5=excellent/highly relevant)* | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |

**PROJECT EFFICIENCY (EFFECTIVE PROJECT UTILIZATION OF RESOURCES)**

To what extent do you agree or disagree on whether the establishment of the PSJP project provided optimal results to the project beneficiaries or was provided efficiently and on time and within budget? ***Please state the extent to which you view as true or untrue regarding current visibility of the following project outcome statements in your district, where 1=Strongly Disagree 2=Disagree 3=Neutral 4=Agree 5= Strongly Agree (please tick only one option per statement AND justify your response).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q201. To what extent were the project resources used adequately? (*Possibly budget vs expenditure should be provided*) (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q202. To what extent did the planned project financial and human resource match with the actual necessary resources as per the PSJP funding requirements at the start of the project? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q203. To what extent did the project appropriately spend financial resources directly corresponding with the achieved goals? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q204. To what extent would you say that the project was run in an efficient way? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q205. To what extent would you say that there a reasonable relationship between project inputs and project outputs? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q206. To what extent was the budget design and implementation able to facilitate the project to meet its objectives? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q207. To what extent did the institutional arrangements promote cost-effectiveness and accountability? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q208. To what extent has PSJP adapted to the COVID emergency to ensure efficiency in implementation? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q209. To what extent would you say that the PSJP’s risk matrix fit for purpose? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q210. To what extent do you agree or disagree on whether the establishment of PSJP funded project deliverable of the project provided optimal results to the project beneficiaries or was provided efficiently and on time? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q211. To what extent was the risk management approach for the project appropriate? (1 = Strongly Agree | 2 = Agree | 3 = Neutral | 4 = Disagree | 5 = Strongly Disagree) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF PROJECT EFFICIENCY** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**EFFECTIVENESS (EVALUATION QUESTIONS ABOUT THE DELIVERY OF PROJECT OUTCOMES TO DATE AGAINST THE ORIGINAL OBJECTIVES)**

How satisfied are you with the delivery of the entire project outcomes? Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement AND justify).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q301. To what extent did the project achieve its outputs, outcomes, and goals (the results chain)? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q302. To what extent did the PSJP follow technical standards and/or project models from the line ministries (MoI and MoJ) as well as the funding governments? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q303. To what extent did the project identify critical components for strengthening organizational capacity on advocacy and supported implement the intended project results as well as involvement of key security actors? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q304. To what extent would you say that the project team ensured that the project inputs i.e., all the resources (time, money and premises) put into the project enabled it to deliver its outputs? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q305. To what extent did the project ensure that various activities of the project were earmarked, conducted, and assigned within the project timeframe of the implementation? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q306. To what extent did the project ensure that the expected outputs of each project activity and the outcomes that were originally anticipated were cleared followed and monitored by the project team? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q307. To what extent did the project provide the necessary support to partners and security organs, formal and informal structures to strengthening capacity of PSJP to improve advocacy for institutional development and development of necessary policy documents? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q308. To what extent did the project generate sufficient evidence-based data to support sensitization, learning and influence policy decisions amongst the partner organizations. | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q309. To what extent has the project established a network of actors that supported partnerships to improve national security systems with the aim of ensuring that the local police and criminal justice institutions as well as law enforcement systems become stronger in ensuring transformative security and justice for all, including marginalized groups. | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q311. To what extent did the project ensure that management structures were instituted to support progressive assessment, programme management and administrative support for the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q312. To what extent did the project influence establishment of justice and security policies with specific attention to safety, gender, and access to justice and legal support | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **Overall Assessment of Project Effectiveness** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |
|  | | | | | |

**CONNECTEDNESS AND SUSTAINABILITY (ASSESSING THE EXTENT TO WHICH THE PROJECT BENEFITS WILL LAST BEYOND THE PROJECT LIFE)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q401. To what extent are the PSJP funded project results achieved so far sustainable? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q402. To what extent has the project established processes and systems that are likely to support continued impact in supporting security and justice in Libya? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q403. To what extent have the unmet needs identified relevant to support eventual continuation of the project beyond its current funding and implementation period? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q404. To which extent did the planning and implementation of the interventions consider longer-term and interconnected problems with the current security and justice systems? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q405. To what extent was the project plan implemented taking consideration the adequate transition and exit strategy that ensures longer-term positive effects and reduces risk of dependency? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q406. To what extent are you satisfactory that the critical services and effects of the project will be sustained beyond the duration of the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q407. To what extent would you tell how well the project's outputs were linked to more long-term focused objectives? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q408. To what extent would you say that the capacity of project key actors was built to contribute to sustaining the positive changes in the justice and security sectors of Libya? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q409. To what extent has the project identified any major factors, which influenced the achievement or non-achievement of sustainability of the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q410. To what extent have there been any established partnerships you are aware of that PSJP is working with? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF PROJECT SUSTAINABILITY** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |
|  | | | | | |

**DISABILITY (SOCIAL PROTECTION)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q501. To what extent did the PSJP funded project integrate social protection initiatives to protect the human dignity of the disabled? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q502. To what extent were persons with disabilities consulted and meaningfully involved in programme planning and implementation? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q503. To what extent was the programme intentional in ensuring that the proportion of the beneficiaries of a programme were persons with disabilities? (Please share the percentages) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q504. To what extent was the programme aligned to existing International Legal Framework to ensure that there is effective programming to protect the interests of the disabled? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q505. To what extent did the project plan articulate the implementation of mechanisms that will minimize vulnerabilities and risks to the disabled? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q506. To what extent was the twin-track approach adopted? (The twin-track approach focuses on mainstreaming disability throughout activities for development and providing disability-specific programming in cases where particular supports are required) | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q507. What barriers did persons with disabilities face? | | | | | |
| Please briefly explain your choice: | | | | | |
| q508. To what extent did the project ensure that these barriers are overcome during the implementation phase? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF OVERCOMING DISABILITY BARRIERS** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |
|  | | | | | |

**HUMAN RIGHTS (RESPECT FOR HUMAN DIGINITY)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q601. To what extent were the poor, indigenous and physically challenged, women, men and other disadvantaged and marginalized groups benefited from the work of UNDP in the country? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q602. To what extent did the project highlight mechanisms or approaches necessary to ensure that human rights violations are minimized but equally necessary to supporting a more effective transition to peace, democracy and the rule of law? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q603. To what extent was the programme involving security actors as well as other formal and informal structures to ensure that crimes against humanity are addressed? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q604. What human rights concerns still exist that need consultative support to effect transition to peace, democracy and the rule of law? | | | | | |
|  | | | | | |
|  | | | | | |
|  | | | | | |
| q605. How is the project ensuring that these concerns are addressed? | | | | | |
|  | | | | | |
|  | | | | | |
|  | | | | | |
| **OVERALL ASSESSMENT OF HUMAN RIGHTS PRACTICES IN LIBYA** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |
|  | | | | | |

**GENDER EQUALITY (ASSESSING THE CONCEPT OF EQUAL POWER AND EQUAL OPPORTUNITIES)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q701. To what extent has PSJP for Libya and other national stakeholders’ capacity been strengthened in better promoting and protecting women’s rights? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q702. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q703. To what extent did the project assign a gender marker data as a representative of reality? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q704. To what extent has the project promoted positive changes in gender equality and the empowerment of women? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q705. To what extent did the project capture the unintended effects? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q706. To what extent was the management structure outlined in the project document efficient to generate the expected results? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q707. To what extent were the resources used to address inequalities in general, and gender issues in particular? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q708. To what extent will targeted men, women and vulnerable people benefit from the project interventions in the long term? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q709. To what extent will financial and economic resources be available to sustain the benefits achieved by the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF GENDER EQUITY** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**GENDER ANALYSIS (ASSESSING THE GENDER RELATIONS)**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q710. To what extent have the research and monitoring of PSJP for Libya been inclusive in terms of capturing the situation of the most vulnerable and marginalized part of the Libya population, vulnerable for incitement of criminal justice institutions to advance security | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q711. To what extent has PSJP for Libya civil society and youth engagement been able to include and reach the most vulnerable and marginalized part of the Libya population, vulnerable for incitement of justice? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q708. To what extent will targeted men, women and vulnerable people benefit from the project interventions in the long term? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q709. To what extent will financial and economic resources be available to sustain the benefits achieved by the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF GENDER EQUITY** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

**RISK (ASSESSING THE UNANTICIPATED OUTCOMES)**

Please state the extent to which you’re satisfied with the following project objective-oriented result statements, ***where 1=Unsatisfied 2=Rather Unsatisfied 3=Unsure 4=Rather Satisfied 5=Completely Satisfied (Please Tick Only One Option Per Statement and justification).***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| q801. To what extent has the project been able to assess the social or political risks that may jeopardize sustainability of project outputs and outcomes? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q802. To what extent did the project consider its risk appetite to guide effective implementation while considering the geo-social barriers in the country? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q803. To what extent did the project assign consider the risk exposure of the implementors as an approach to appreciate the environmental and operational risks associated with the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| q804. To what extent did the project adopt risk assessment mechanisms to identify the potential hazards that would harm the effective implementation of the project? | 1 | 2 | 3 | 4 | 5 |
| Please briefly explain your choice: | | | | | |
| **OVERALL ASSESSMENT OF RISK MANAGEMENT** *(1=Very Poor 2= Rather Unsatisfactory 3=Satisfactory 4=Good 5=Excellent/Highly Relevant)* | | | | | |
| Please briefly explain your choice: | | | | | |

FOCUS GROUP DISCUSSIONS (FGDs)

|  |
| --- |
| PROJECT RELEVANCE (EVALUATING & ASSESSING THE DESIGN OF THE PROJECT BASED ON THE PROJECT THEORY, LOGIC, CONCEPTUAL COMPONENTS, AND ASSUMPTIONS) |
| 1. To what extent did the project consider the existing conflict resolutions methods? 2. Do you think the design of the project took into consideration the political and social-cultural dynamics of the Tripoli Communities? 3. How relevant was the project in supporting existing judicial and security structures to ensure that violations against human rights are minimized? |
| PROJECT EFFICIENCY (EFFECTIVE PROJECT UTILIZATION OF RESOURCES) |
| 1. Do you think the project effectively reached out to the intended beneficiaries as envisaged at the start of the project? 2. Would you say that the project was effective in ensuring that the communities were protected against any forms of violations? |
| EFFECTIVENESS (EVALUATION QUESTIONS ABOUT THE DELIVERY OF PROJECT OUTCOMES TO DATE AGAINST THE ORIGINAL OBJECTIVES) |
| 1. How would you rate the extent to which this project has improved the justice and security practices amongst the Tripoli Communities? 2. How effective would you say the systems are now able to support response to cases reported on victimization of community members to existing competent authorities or other 3. officially recognised conflict resolution mechanisms? |
| CONNECTEDNESS AND SUSTAINABILITY (ASSESSING THE EXTENT TO WHICH THE PROJECT BENEFITS WILL LAST BEYOND THE PROJECT LIFE) |
| 1. To what extent do you think the existing security organs as a result of the programming activities of the project have influenced the population’s perception of the ability of the police to control crime in the community? 2. Do you think that the benefits of the project will be sustained when the project comes to a close? (What has been put in place to ensure sustainability of the project benefits) |
| DISABILITY (SOCIAL PROTECTION) AND HUMAN RIGHTS (RESPECT FOR HUMAN DIGINITY), |
| 1. Did the project support implement effective social protection mechanisms especially for the most vulnerable population including the disabled? 2. Do you think the security organs with additional support from the project are now in position to respect the human dignity of the population (do we still have arbitrary arrests, cases of violations against humanity or continued detention of citizens with our due respect for the laws?) 3. Do you think the project has done enough to sensitize the security organs on acts against human rights? |
| GENDER EQUALITY (ASSESSING THE CONCEPT OF EQUAL POWER AND EQUAL OPPORTUNITIES) AND GENDER ANALYSIS (ASSESSING THE GENDER RELATIONS) |
| 1. Do you think the programming factored in gender equality (equal opportunity to information, justice and support services)? |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **OVERALL ACCESSMENT CRITERIA**  *(1=very poor 2= rather unsatisfactory 3=satisfactory 4=good 5=excellent/highly relevant)* | | | | | |
| **PROJECT RELEVANCE** | 1 | 2 | 3 | 4 | 5 |
| **PROJECT EFFICIENCY** | 1 | 2 | 3 | 4 | 5 |
| **PROJECT EFFECTIVENESS** | 1 | 2 | 3 | 4 | 5 |
| **PROJECT SUSTAINABILITY** | 1 | 2 | 3 | 4 | 5 |
| **OVERCOMING DISABILITY BARRIERS** | 1 | 2 | 3 | 4 | 5 |
| **HUMAN RIGHTS PRACTICES IN LIBYA** | 1 | 2 | 3 | 4 | 5 |
| **GENDER EQUITY** | 1 | 2 | 3 | 4 | 5 |

## ***Annex 7: Terms of Reference***

**Terms of Reference**

**Individual Consultant**

**UNDP-UNSMIL Policing and Security Joint final Programme Evaluation**

**Office: UNDP Libya**

**Description of the assignment: International Consultant to conduct Policing and Security Joint Programme Final Evaluation**

**Project name: Policing and Security Joint Programme**

**Reports to: Deputy Resident Representative (P)**

**Type of Appointment: Individual Consultant (International)**

**Duty Station: Homebased with 10 days in country (Libya)**

**Duration of the contract: 40 working days**

**Expected start date** 1 March 2022

**Background and Context**

Libya continues to face varied challenges in its transition to democratic rule in the aftermath of the 2011 Uprising. However, the country has been unable to establish functional governance and sustainable peace. Various levels of violence have slowed development. Despite ongoing security challenges, prospects for a comprehensive political agreement to end the conflict in Libya have improved with the establishment of the Government of National Unity (GNU) and with national elections on the horizon. Despite the severe challenges, political uncertainty, and limited enabling environment, it remains essential to provide support to rule of law institutions, many of which have been severely weakened. Recent protests in Libya against impunity after the discovery of mass grave siteshave reaffirmed the people’s demand for justice as a precursor to any political settlement.

United Nations Development Programme (UNDP)/ United Nations Support Mission in Libya (UNSMIL) “*Policing and Security Joint Programme*” (PSJP) supports the Rule of Law sector and was aligned with the Country Programme Document (CPD) Outcome 3 *“Libya successfully manages a transition to a state founded on the rule of law.”*

The current phase of the project was developed in 2017 and awarded multi-year funding from the Governments of Germany, Italy, Netherlands, the United States Department of State’s Bureau of International Narcotics and Law Enforcement Affairs (INL/US), and the UNDP Bureau of Policy and Programme Support (BPPS). The Policing and Security Joint Programme supports rule of law institutions at the Ministry of Interior (MoI) and Ministry of Justice (MoJ). Police Service personnel working under MoI and Judicial Police personnel working under MoJ are the direct beneficiaries, indirect beneficiaries are communities to whom rule of law institutions are providing services, including vulnerable populations in the greater Tripoli area.

The entry points for assistance targeted by the PJSP are derived from extensive analysis and experience of the Libyan security and justice sectors, both substantively and operationally. In recognition of the political and security developments in Libya and related opportunities to enhance stability in Tripoli and avert the further erosion of institutional capacities, the PSJP was designed to support criminal justice institutions to advance security and the rule of law in Libya’s capital. Initially, the joint programme was intended to provide a coherent framework of assistance to the then Government of National Accord’s (GNA) efforts to strengthen security and the rule of law in Tripoli, which could be emulated elsewhere in Libya later. However, after 18 months of active conflict in 2019, notwithstanding the positive momentum created by the ceasefire agreement and the peaceful transfer of power to the Government of National Unity (GNU), Libya continues to face daunting challenges, most pressingly in the security arena. Disagreements over the composition and control of the security forces and the lack of integration of influential armed groups under a unified command and control structure~~,~~ mean that some of the major drivers of conflict remain unresolved.

Although the MOI seems to continue working under a unified institutional structure even during the political division of the government between east and west, policing institutions at the local level have been loyal to the political power according to the geographic location and the local political and economic context. The divergence is such that local branches of the same institutions can have opposing cultures and strategic priorities and respond to different political incentives. One of the biggest challenges for the reform of the security sector in Libya is to find a coherent and harmonized framework that encompasses security actors who have very different and sometimes conflicting political, ideological, and economic interests. A preliminary analysis of the local context, including the main formal and informal actors and the social and economic specificities, should take place before identifying the approach and the intervention strategy.

Though leadership changes in in the Ministries of Interior and Justice resulted in slowing down implementation, the joint programme continued to support MoI and MoJ working under the GNU. The joint programme during implementation,

To effectively respond to the conflict-situation, programmatic support to rule of law institutions has been guided by the United Nations Country Team (UNCT) Programme Criticality Analysis and conformity to the United Nations Human Rights Due Diligence Policy (UNHRDDP). In addition, the joint programme is aligned with the UN Strategic Framework, Area 3: Public Administration and Governance); Area 4 (Human Rights, Transitional Justice and Rule of Law; UNDP CPD Outcome 3: Libya successfully manages a transition to a state founded on the rule of law; and Sustainable Development Goal 16: Peace, justice, and strong institutions.

The joint programme supports the rule of law institutions for institutional capacity building in terms of developing policy documents. Implementation of this policy documents would empower rule of law personnel with a human rights-based approach, gender and conflict responsiveness, while providing services.

Based on detailed context assessments, capabilities, and in consultation with Libyan stakeholders, the following priority areas have been identified for programmatic engagement as follows:

**Joint Programme Outcome:** National capacities to advance safety and security in Tripoli are improved, including through more effective and public-oriented policing and rule of law services.

1. **Output 1:** Structure, roles and resourcing of local police and criminal justice institutions clarified and prioritized according to identified needs in Tripoli.
2. **Output 2:** Effectiveness of law enforcement and prison service delivery in Tripoli improved through provision of training and technical and material assistance.
3. **Output 3:** The Ministry of Interior is enabled to better assess and provide feasible reintegration and demobilization options for members of armed formations.
4. **Output 4:** The Ministry of Interior provided capacity development and organizational assistance.

A theory of change underpinning the programme is elaborated around the preconditions and change pathways outlined in the text box below.

* If the MOI can assess, clarify, and update the structure, roles, and resourcing of police directorates and services, take on board better community-led policing practices, and if similar work can be done to improve coordination with the MOJ, prison management services, and related institutions, and;
* If the MOI and MOJ can be provided sufficient capacity development and organizational assistance to do so – in the form of better strategic planning, project management and delivery, human resources and vetting, and better administrative processes;
* Then UN joint programme partners can better support the MOI and MOJ in improving the effectiveness of police and prison service delivery in Tripoli, and militate better against risks involved in training and technical and material assistance, and;
* Then improved state security services, executive and administrative capacity, and the ability to provide stronger law enforcement and justice services reduce the incentives for ongoing mobilization of armed groups within the communities. This increases opportunities for credible, long-term options for reintegrating and demobilizing its armed formations into society.

**STRATEGIC OUTCOME:** Libyan government efforts, supported by the UN, to stabilize Tripoli are more likely to succeed; police operations and services can achieve a baseline level of activity, visibility, respect, and effectiveness; forces are reintegrated into host communities; public confidence is improved in the ability of the state to provide security and justice services and in the effectiveness of the police and criminal justice institutions.

PSJP in collaboration with the strategic partner UNSMIL commenced its implementation in October 2017 and the period was extended up to June 2022.

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| **PROJECT/OUTCOME INFORMATION** | | |
| **Project/Outcome Title** | UNDP/UNSMIL Policing and Security Joint Programme | |
| **Atlas ID** | 00101889 Output ID: 00104136 | |
| **Corporate Outcome and Output** |  | |
| **Country** | Libya | |
| **Region** | RBAS | |
| **Date project document signed** | September 21, 2017 | |
| **Project Dates** | **Start** | **Planned end** |
| September 21, 2017 | June 30, 2022 |
| **Project Budget** | US$ 9,379,414 | |
| **Project expenditure at the time of evaluation** | US$ 6,955,807 | |
| **Funding Source** | |  |  | | --- | --- | | **Donors** | **Contribution** | | The Government of Germany | $1,562,456 | | The Government of Italy | $3,144,413 | | The Government of Netherlands | $1,722,569 | | The Government of USA (INL) | $1,949,976 | | UNDP-BPPS | $1,000,000 | | **TOTAL** | **$9,379,414** | | |
| **Implementing Party**[[4]](#footnote-5) | UNDP, Libya | |

**Scope of work**

The overall objective of the joint final programme evaluation is to assess the extent to which PSJP has contributed to its intended outcome of strengthened criminal justice institutions to respond to the security needs of the people (Libyans, migrants, and refugees). The evaluation will highlight the intended and unintended consequences (both positive and negative) of implementation to date and prepare recommendations to be implemented during a next phase.

The TOR is designed to guide the conduct of an independent evaluation (IE). This TOR seeks to strengthen and improve the joint programme’s intervention by examining, amongst other things, the delivery of the joint programme, the quality of its implementation, and the organizational context, personnel, structures, and procedures; and examines the joint programme theory of change by testing the relationship between goals, activities, outcomes, and wider context.

The purpose of the joint programme evaluation is to assess and determine the performance of the PSJP over the past four years of implementation regarding the above stated key strategic interventions, specifically:

* ascertain the progress towards achieving agreed outputs and targets,
* determine appropriate measures for refocusing joint programme strategies,
* highlight areas of strength and opportunities for achieving the desired joint programme results and
* capture effectively lessons learnt
* To establish and document the positive impact & any unintended consequences of activities and their relevance to the overall strategy, to validate results in terms of achievements toward the outputs; to examine to what extent interventions supported co-existence efforts, strengthened and empowered and enhanced participation of vulnerable groups, particularly in decision making and resourcesharing
* To document lessons learned, best practices, success stories, and challenges to inform future initiatives.
* To formulate informed recommendations on future programmatic vision, including the processes and governance mechanisms

The scope of the joint programme evaluation reflects the diverse range of activities as defined in the Results and Resource Framework (RRF) and the Annual Work Plan (AWP). The target group to be considered for evaluation are rule of law personnel, particularly Ministry of Interior, Ministry of Justice, Police and judicial police and communities in greater Tripoli area The evaluation is forward-looking and will assess the effectiveness of the implementation strategy to ascertain whether the specific and overall interventions and approaches were appropriate and effective. This will include the implementation modalities, coordination, partnership arrangements, institutional strengthening, beneficiary participation, replication, and sustainability of the joint programme. The joint programme evaluation will include a review of the project design and assumptions made at the beginning of the project and during the development process. It will assess the extent to which the programme results have been achieved, partnerships established, capacities built, and cross cutting issues such as gender, and human rights have been addressed. It will also assess whether the programme implementation strategy has been optimum optimal and recommend areas for improvement and learning. The evaluation specifically:

* 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’s achievements, constraints, performance, results, relevance, and sustainability.
* Generate lessons for the period from October 2017 to December 2020 to inform current and future programming in the context of Covid-19 COVID-19 and continued political instability in the country by identify identifying 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 resources, and financial resources.
* Assess the appropriateness of the Project strategy to reach achieve the intended outputs and outcomes.
* Define the extent to which the Project addressed cross-cutting issues including gender, human rights, and conflict sensitivity.
* Identify and assess the project’s response mechanisms and adaptability to unforeseen external and internal factors.
* Identify whether past results represent enough a solid foundation for future progress.
* Provide clear, focused, and forward-looking recommendations to suggest effective and realistic new and adaptative strategies by UNDP and partners during the 1) the current phase and 2) during a new phase, if agreed upon by all relevant counterparts.

The users of the evaluation results include UNDP management, programme and project staff, and Libyan stakeholders. The evaluation will cover the period from 1 October 2017 to 31 December 2021. The independent evaluation will focus on the second phase of the Policing and Security Joint Programme. The evaluation will be conducted over a forty-day (40) days period beginning on March 01, 2022.

Evaluation questions define the information that the evaluation will generate. This section proposes the questions that, when answered, will give intended users of the evaluation the information they seek in order to make decisions, take actions, or increase knowledge. Questions should be grouped according to the four or five OECD-DAC evaluation criteria: (a) relevance; (b) coherence; (c) effectiveness; (d) efficiency; and (e) sustainability (and any other criteria used).

**Evaluation Criteria and Key Guiding Questions**

The joint programme evaluation, among other things is required to address two issues: the extent to which the PSJP was able to adapt to changes in the operating context brought on by the fighting in Tripoli, Libya in early April 2019, which persisted for more than one year, and the impact of the COVID-19 pandemic. In assessing the joint program, the evaluation will take into consideration the following evaluative dimensions and questions:

1. **Relevance:**

The extent to which the joint programme strategy, proposed activities, and expected outputs and outcomes are justified and remain relevant to beneficiaries’ assessed needs, the country’s policies, and the donor’s priorities. More specifically, the relevance of the joint programme should be assessed through the following questions:

* To what extent is the intervention strategically relevant to fulfil its objective as stated in the Project Document?
* To what extent are the objectives still relevant given the continued political instability, Libya’s financial crisis, and the impact of COVID-19 pandemic?
* Has the joint programme put in place a mechanism to understand and design specific interventions to address the issues of women, girls, and boys?
* Is the PSJP’s Theory of Change valid? What changes, further assumptions, or additional risk management might be required to give it greater effect in upcoming phases?

1. **Efficiency**

The extent to which the project resources (funds, expertise/human resources, time, etc.) are optimally used and converted into intended outputs. More specifically, the efficiency of the project should be assessed through the following guiding questions:

* To what extent has PSJP adapted to the COVID emergency to ensure efficiency in implementation?
* Is PSJP’s risk matrix fit for purpose? Is the risk management approach appropriate?
* Is the project delivering its outputs in a cost-efficient manner?
* Are there necessary and relevant resources allocated to the project to carry out the stated activities and outputs?
* Are the human and financial resources appropriately allocated?
* Is the project equipped with the necessary tools and equipment?
* Is the project delivering it’s outputs and services in a timely manner?

1. **Effectiveness**

Effectiveness the extent to which the project’s expected outputs and outcomes are being achieved or are expected to be achieved. Factors contributing to or detracting from the achievement of the project project’s desired results and objectives should also be included in the assessment. More specifically, the effectiveness of the project should be assessed through the following guiding questions:

* What factors have influenced the ability of PSJP to deliver its results? Has the impact of the COVID-19 pandemic affected the implementation of project activities? To what extent has PSJP adapted and responded to any factors affecting its implementation?
* Is the project on track to deliver the planned outputs? If not, why? What unplanned outputs outcomes have been delivered?
* Is the project achieving making progress according to the stated targets and agreed timeframe?
* Are the outputs consistent with the intended project objectives?
* Overall, were the activities and outputs planned and organized to achieve the desired results?

1. **Disability**

* Were persons people with disabilities consulted and meaningfully involved in programme planning and implementation?
* What proportion of the beneficiaries of a programme were persons people with disabilities?
* What barriers did persons do people with disabilities face? Was a twin-track approach adopted? [[5]](#footnote-6)

1. **Human rights**

* To what extent have poor, indigenous, and physically challenged, women, men and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?

1. **Risk**

* Are there any social or political risks that may jeopardize the sustainability of project outputs and outcomes?

1. **Sustainability of the Project.**

In assessing the 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. It will also include the positive and negative impact of external factors, such as changes in terms of peacebuilding and reconciliation conditions.

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

* To what extent was sustainability considered in the planning and execution of the Project’s project activities? To what extent is there evidence of the sustainability of results?
* Are the necessary steps being taken to build ownership of the project and promote sustainable outcomes?
* Are steps being taken to ensure there will be the necessary human and financial resources, key stakeholder support to ensure the continuation of activities after the project ends?
* Has PSJP supported the capacity strengthening initiatives of national staff to enable them to take the lead in respective project areas?
* What are the key lessons learned throughout the period of implementation of the project and which can be utilized to guide future strategies and projects?
* How could the project be improved to ensure increased sustainability? Particularly in relation to future project design and management.
* What set of recommendations can be given for a similar initiative, especially the development of a second phase of the project?

1. **Evaluation of Cross-Cutting Issues:**

Leave no one behind and In "Leave no one behind”, gender aspects will be considered well as in evaluation questions as well the evaluation process. Gender analysis, including gender disaggregated data, needs to be incorporated in into the evaluation.

1. **Leave no one behind:**

* To what extent have has the research and monitoring of PSJP for Libya been inclusive in terms of capturing the situation of the most vulnerable and marginalized part of the Libya Libyan population, vulnerable for to incitement of criminal justice institutions to advance security
* To what extent has PSJP for Libya civil society and youth engagement been able to include and reach the most vulnerable and marginalized part of the Libya population, vulnerable for incitement of justice.

1. Gender Equality:

* To what extent has PSJP for Libya and other national stakeholders’ capacity been strengthened in better promoting and protecting women’s rights.
* To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
* Is there the gender marker data assigned to this project representative of reality?
* To what extent has the project promoted positive changes in gender equality and the  
  empowerment of women? Were there any unintended effects?
* To what extent was the management structure outlined in the project document efficient enough to generate the expected results? To what extent were the resources used to address inequalities in general, and gender issues in particular?
* To what extent will targeted men, women, and vulnerable people benefit from the project’s interventions in the long term? To what extent will financial and economic resources be available to sustain the benefits achieved by the project?

**Methodology**

Based on UNDP guidelines for evaluations (*UNDP Handbook on Monitoring and Evaluating for Results* and the *UNDP Guidelines for Outcome Evaluators* and UNDP Evaluation Guidelines (updated June 2021))[[6]](#footnote-7), and in consultation with UNDP Libya CO, the evaluation will be inclusive and participatory, involving all principal stakeholders in the analysis. The evaluation will consider the social, political, security, and economic context that 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.

**Data Collection, Data Review and Analysis:**

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) [Norms &](http://www.uneval.org/document/detail/1914) [Standards.](http://www.uneval.org/document/detail/1914) The evaluation will be carried out by an independent consultant. The consultant should adopt an integrated approach involving a combination of qualitative and quantitative evaluation methods and instruments for the data collection and analysis to generate concrete evidence to substantiate all findings. Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations, and technical papers, stakeholder interviews, focus group discussions (FGD), surveys, and site visits where/when possible.

The evaluation methodology should employ a participatory, results-oriented approach that involves project implementers, targeted beneficiaries and other community members, donors, and other relevant stakeholders and will provide evidence of achievement of expected outputs using quantitative and qualitative methods. The consultative element of the evaluation is crucial for building up a consensus about the programme’s overall rationale and desired outcomes. The steps of the evaluation will include:

* Desk Review of documents: Project Documents, AWPs, Joint Programme Reports etc.
* Develop and detailed the evaluation framework, design and methodology and the evaluation instruments and tools.
* Develop the evaluation work plan and the instrument that will be used during the exercise.
* Draft Inception Report and present it to UNDP for agreement
* Collection of quantitative & and qualitative data from beneficiaries and community members, current and former implementing partners, national partners, etc. through case study studies, key informants’ interviews, in-depth interviews, focus group discussion, cross-sectional survey, meetings, etc.
* Data review and analysis
* Draft a report with the evaluation findings.
* Present the evaluation findings to relevant stakeholders and facilitate discussion to draw out the way forward.
* Interviews with project staff, present and past.
* Interviews with key stakeholders, including government line ministries, development partners, civil society, and other relevant partners through a participatory and transparent process.
* Consultations with beneficiaries through interviews and/ or focus group discussions.
* Surveys and/or questionnaires where appropriate.
* Visits to offices/sites/locations where the joint programme provided support as appropriate
* The triangulation of information collected from different sources/methods to enhance enhances the validity of the findings.

The proposed approach and methodology should be considered as flexible guidelines rather than final requirements. The evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. The consultant will be required to confirm the reliability and the quality of collected data through triangulation and diversification of sources and methods/approaches of collection.

The evaluation is expected to use a variety of data sources, primary, secondary, qualitative, quantitative, etc. to be extracted through surveys, storytelling, focus group discussions, face-to-face interviews, participatory methods, desk reviews, etc. conducted with a variety of partners. A transparent and participatory multi-stakeholder approach should be followed for data collection from government partners, community members, the private sector, UN agencies, multilateral organizations, etc.

Evidence will be provided for every claim generated by the evaluation, and data will be triangulated to ensure validity. An evaluation matrix or other methods can be used to map the data and triangulate the available evidence.

In line with the UNDP’s gender mainstreaming strategy, gender disaggregation of data is a key element of all UNDP’s interventions, and data collected for the evaluation will be disaggregated by gender, to the extent possible, and assessed against the programme outputs/outcomes. All evaluation products need to address gender, disability, and human rights issues.

Due to travel restrictions imposed globally and internally by Covid-19 COVID-19 pandemic, the majority of work will be done remotely using different mediums (Zoom, WhatsApp, Microsoft teams, etc.) to conduct the evaluation. FGDs in Libya will be limited in number to conform with the country’s restrictions on public meetings and gatherings.

**Deliverables and Timeline**

The consultant is expected to deliver the following outputs:

1. **Evaluation inception report (10-15 pages).** The inception report, containing the proposed theory of change, and evaluation methodology, should be carried out following and based on preliminary discussions with UNDP. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools, and methods to be used. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed (this element can be shared with UNDP well in advance). The inception report should be endorsed by UNDP in consultation with the relevant government partners before the evaluation starts (before any online formal evaluation interviews and survey distribution) and prior to the country visit in the case of an international evaluator.
2. **Evaluation** debriefings. Immediately following an evaluation, UNDP will ask for a preliminary debriefing of the findings.
3. **Draft Evaluation Report**:
4. **Final evaluation reports** (max 60 pages including executive summary). The international consultant will submit the final evaluation report. UNDP and other designated government representatives and key stakeholders in the evaluation will review the evaluation report, providing comments in the audit trail for the evaluator to address them within an agreed period. The consultant will address the required content and quality criteria as per the evaluation guidelines.Comments and changes by the evaluators in response to the draft report should be retained by the evaluators to show how they have addressed the comments.
5. **Evaluation brief**.
6. Standard templates that need to be followed are provided in the Annexes section. It is expected that the evaluator will follow the UNDP evaluation guidelines and UNEG quality check list and ensure all the quality criteria are met in the evaluation report.

The detailed evaluation workplan will be agreed upon between the UNDP and the selected International Consultant. The Project evaluation will require forty (40) working days to take place over a one-month period from March 01, 2022. Due to travel restrictions due to the Covid-19 COVID-19 Pandemic, the consultancy will be home-based.

The International Consultant is expected to commence the assignment on March 01, 2022, subject to restrictions and conditions imposed by the Covid-19 pandemic). The assignment and final deliverable are expected to be completed, with the details as described in the below table:

|  |  |  |  |
| --- | --- | --- | --- |
| **Activity** | **Deliverables** | **Time frame** | **Payment** |
| Desk review, Evaluation design, methodology and updated workplan including the list of stakeholders to be interviewed  Inception report on proposed evaluation methodology, work plan and proposed structure of the report. | Inception Report | 8 days | 20% |
| Briefing to UNDP on inception report for agreeing methodology | 1 day |
| Desk review of existing documents, interviews, and preparation of guidance for national consultant  Data collection and interviews in the country | Draft Report | 10 days | 30% |
| Draft evaluation report | 8 days |
| Debriefing with UNDP | 1 day |
| Stakeholder meeting and review of the draft report |  | 1 day |
| Finalization of the evaluation report (incorporating comments received on the drafts) and the set of recommendations | Final Report | 10 days | 50% |
| Presentation to PSJP | 1 day |
| **Total number of working days** |  | **40 days** |  |

In line with the UNDP’s financial regulations, when determined by the Country Office and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the evaluation, that deliverable or service will not be paid. Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete it due to circumstances beyond his/her control.

**Disbursement of Payment**

The consultancy shall be paid the consultancy fee upon completion of the following milestones:

* 20% after adoption of the inception report
* 30% after presentation of the draft evaluation report
* 50% after the approval of the final evaluation report

The consultancy fee will be paid as Lump Sum Amount (all inclusive of expenses related to the consultancy). The contract price will be fixed regardless of changes in the cost components.

**Institutional Arrangements**

The joint programme evaluation is commissioned by the UNDP Libya Deputy Resident Representative. The International Consultant will work with the project team for conducting to conduct the evaluation, who will be responsible for the provision of documents and data as requested and support the overall evaluation.

An Evaluation Reference Group (ERG) will be established, made up of representatives of the donors to the PSJP and national counterparts. The ERG will perform an advisory role throughout the evaluation process and will provide advice on the ToRs, including the appropriateness of evaluation questions and methodology. It will also support the evaluation in its analysis of existing evidence by facilitating access and providing inputs, and will discuss the preliminary findings of the evaluation.

The ERG will provide feedback to on the evaluation report, which should be addressed by the evaluator. The ERG will also provide input to the development of the management responses and key actions recommended by the evaluation.

**Evaluation Ethics**

Evaluation consultant will be held to the highest ethical standards and are required to sign a code of conduct and the ethical Pledge 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.”

**Travel Plan**

Below is an indicative travel plan for the duration of the assignment. The Consultant will be required to travel to the below indicated destinations and include the relevant costs into the proposal. There may also be also unforeseen travel that will come up during the execution of the contract, which will be agreed on an ad-hoc basis.

|  |  |  |  |
| --- | --- | --- | --- |
| No | Destination | Frequency | Duration/days |
| 1 | Libya | In the beginning of the process | 10 days |

**Duty Station:**

Homebased with 10 days in country (Libya)

**Contract duration:**

The duration of the contract will be 40 working days as per the deliverables.

**Qualification and Experience**

**Qualification:**

* Master’s degree in Law, Public Policy and Management, Public Administration, Development studies Studies, International Development, or any other relevant social science degree.
* At least ten years of accumulated experience in programme/project monitoring and evaluation, of which at least five years should be in international settings, preferably in post-conflict or fragile state contexts.

**Experience:**

* Proven experience of designing and leading the use of a mix of evaluations tools in the areas of Access to Justice and Rule of Law programmes/projects; applying a variety of mixed-methods evaluation approaches (including the Theory of Change-based, Utilization-focused, Participatory, and Gender and Equity-based evaluations)
* Demonstrated experience in designing and leading gender-sensitive evaluations of Access to Justice and Rule of Law programmes/projects, including experience using a range of quantitative and qualitative data gathering techniques to assess programme/project results at individual, institutional, sector, and policy level.
* Proven experience in evaluating a variety of different modalities in international development evaluation (including programmes/projects or interventions contributing to broader programmatic interventions conducted by single or multiple partners, including for the UN system).
* Evidence of formal evaluation and research training, including familiarity with UN Norms norms and standards for development evaluation.
* Experience in engaging with different stakeholders using participatory and consultative approaches.
* In-depth understanding of rule of law issues in “in-conflict” and post-conflict contexts and/or countries in transition.
* Preferably in-depth knowledge of legal/judicial reform, legal aid, gender-based violence (GBV), community policing.
* Experience in engaging with government institutions and handling sensitive information.
* Experience with conducting evaluations in various cultural settings and knowledge of Libya’s socio-cultural context is an asset.
* Strong interpersonal and managerial skills, ability to work with people from different backgrounds and evidence of delivering good quality evaluation and research products in a timely manner.
* Thorough understanding of key elements of Result-based management/programming.
* Demonstrated capacity for strategic thinking and excellent analytical and writing skills.
* Initiative, the ability to work independently, sound judgment, and good interpersonal skills.

**Languages:**

* Fluency in spoken and written English and Arabic

**Competencies**

A consultant must be independent to of the Programme’s formulation, implementation, or monitoring phases. It is proposed that an evaluation be carried out by an international consultant. An international consultant will perform the following tasks:

* Lead the entire evaluation process, including communicating all required information.
* Design the detailed evaluation scope and methodology (including the methods for data collection and analysis) for the report.
* Finalize the research design and questions based on the feedback and complete the inception report.
* Develop data collection tools and conduct of data gathering activities such as desk reviews, Key Informant Interviews (KIIs), focus group discussions etc.
* Data analysis, draft and final report preparation, consolidation and submission, and presenting the findings.
* Provide UNDP with data collection tools in advance for UNDP feedback to ensure realistic application in the field.
* Submit a draft evaluation report
* Ensure UNDP feedback on inception and draft evaluation reports is considered in final versions, always under on the basis of an independent evaluation.
* Finalize the whole evaluation report and engage in debriefing with UNDP.
* Submit the final evaluation report as revised
* Have/bring their laptops, and other relevant software/equipment

The evaluation exercise will be conducted by an independent consultant. The Consultant must have extensive experience in strategic programming of development assistance within the broader areas of democratic governance, in-depth knowledge of legal/judicial reform and rule of law sector capacity building at national and sub-national levels. Preferably, the consultants also have substantial knowledge of and experience with the monitoring and evaluation of projects in the rule of law sector in volatile environments. The required expertise, qualifications, and competencies are listed below:

**Core Competencies:**

* Demonstrates integrity and fairness by modelling UN values and ethical standards.
* Demonstrates professional competence and is conscientious and efficient in meeting commitments, observing deadlines, and achieving results.
* Display cultural, gender, nationality, religion, and age sensitivity and adaptability.
* High sense of relational skills, including cultural, gender, religion, race, nationality, and age sensitivity and adaptability, with a demonstrated ability to work in a multidisciplinary team.

**Functional Competencies:**

* Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports.
* Good knowledge and understanding of the UN system, familiarity with the UNDP mandate an asset.
* Knowledge of issues concerning governance, and the rule of law.
* Thorough knowledge of results-based management and strategic planning processes.
* Excellent facilitation and communication skills.
* Wide experience in quantitative and qualitative data collection methods and –analysis including surveys, focus group discussions, key informant interviews etc.
* Ability to deal with multi-stakeholder groups.
* Ability to write focused evaluation reports.

**Documents to be included When Submitting the Proposals**

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

1. **Letter of interest** and availability using the standard template.
2. **Cover letter** explaining why you are the most suitable candidate for the advertised position and a brief methodology on how you will approach and conduct the work (if applicable).
3. **Technical Proposal:**
4. Provide a brief methodology on how they will approach and conduct the work.
5. Confirmation of availability to provide services within the stipulated timeframe.
6. **Financial proposal**
7. Specifying the daily fee, number of days of work required. Payments are made to the Individual Consultant based on the actual number of days worked.
8. **Personal CV** including experience in similar activities and at least 3 references.

**Financial proposal**

**Lump sum contract**

The financial proposal shall specify a total lump sum amount, and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e. whether payments fall in instalments or upon completion of the entire contract). Payments are based upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount.

The Consultant will be responsible for all personal administrative expenses associated with undertaking this assignment.

**Evaluation of applicants**

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as:

* Only those applications which that are responsive and compliant will be evaluated.
* Offers will be evaluated according to the Combined Scoring method – where the technical criteria will be weighted at 70% and the financial offer will be weighted at 30%.
* Only candidates obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation.
* The financial proposal shall specify an all-inclusive lumpsum payment linked to deliverables.
* The top applicant with the Highest Combined Scores and who has accepted UNDP’s General Terms and Conditions will be awarded the IC contract.

|  |  |  |
| --- | --- | --- |
| **Evaluation criteria** | | |
| **Technical Evaluation** | | 70 POINTS |
| Academic Requirement | Master’s degree in Law, Public Policy and Management, Public Administration, Development studies, International Development, or any other relevant social science degree | 10 |
| Experience | Minimum of ten years of accumulated experience in programme /project evaluation, of which at least five years should be in international settings – preferably in post-conflict or fragile state contexts; | 10 |
| Good knowledge of the UNDP Evaluation Policy, experience applying UNDP Results Based Evaluation Policies and Procedures, good knowledge of the UNDP DIM/NIM Guidelines and Procedures, knowledge of Result-Based Management Evaluation methodologies, knowledge of participatory monitoring approaches; experience applying SMART indicators and reconstructing or validating baseline scenarios, demonstrable analytical skills | 10 |
| Adequate Methodology and work plan (Evaluation matrix, techniques for gathering and analyzing gender sensitive qualitative and quantitative data) | 20 |
| Good knowledge of (monitoring and evaluation of) access to justice and rule of law programmes/projects as well as experience using the United Nations Rule of Law Indicators | 10 |
| Excellent English writing and communication skills | 10 |
| **Financial Evaluation** | | **30 POINTS** |
| Candidates obtaining a minimum of 49 points over 70 points would be considered for the Financial Evaluation - 30 points  Lowest Price will be qualified with the maximum of 30 points. Higher prices will be qualified according to the following calculation:  **FE = LFP x 30**  **FPi**  FE = Financial Evaluation  LFP = Lowest Financial Proposal  FPi = Financial Proposal of bidder i | |  |
| **Technical + Financial Evaluation** | | **MAX 100 POINTS** |

**TOR Annexes:**

**Annex 1: Recommended list of Documents**

* Project Document
* Annual Wok Plans (AWPs)
* Project Reports
* Knowledge Products
* Country Programme Document
* Inception Report Template
* Key stakeholders and partners

**Annex 2: Recommended structure of Evaluation Report**

The main final output of the evaluation will be an independent and comprehensive Evaluation report with annexes as needed. The final report must include, but not necessarily be limited to, the elements outlined in the quality criteria for evaluation reports. Follow the link: [Evaluation report template and quality standards](http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec%204%20UNDP%20evaluation%20report%20template%20and%20quality%20standards.docx)

The minimum requirements for the content of the final report are:

1. Title Page
2. List of acronyms and abbreviations
3. Table of contents, including list of annexes
4. Executive Summary
5. Introduction: background and context of the programme
6. Description of the programme – its logic theory, results framework, and external factors likely to affect success
7. Purpose of the evaluation
8. Key questions and scope of the evaluation with information on limitations and de-limitations
9. Approach and methodology
10. Findings
11. Summary and explanation of findings and interpretations
12. Conclusions
13. Recommendations
14. Lessons learned
15. Annexes (TORs; itinerary; map; photos; data/documents reviewed; list of people interviewed, and sites visited; list of documents used)

**Annex 3: Sample evaluation matrix**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Relevant evaluation**  **criteria** | **Key Questions** | **Specific Sub-**  **Questions** | **Data Sources** | **Data collection**  **Methods /**  **Tools** | **Indicators/**  **Success**  **Standard** | **Methods for**  **Data Analysis** |
|  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |

**Annex 4 Evaluation Quality Assessment**

Evaluations commissioned by UNDP country offices are subject to a quality assessment, including this evaluation. Final evaluation reports will be uploaded to the Evaluation Resource Centre (ERC site) after the evaluations complete. IEO will later undertake the quality assessment and assign a rating. IEO will notify the assessment results to country offices and makes the results publicized in the ERC site. UNDP Libya aims to ensure evaluation quality. To do so, the consultant should put in place the quality control of deliverables. Also, consultant should familiarize themselves with rating criteria and assessment questions outlined in the Section six of [UNDP Evaluation Guidelines](about:blank)

1. Annex: Code of conduct.

UNDP requests each member of the evaluation team to read carefully, understand and sign the ‘Code of Conduct for Evaluators in the United Nations system’, which may be made available as an attachment to the evaluation report. Follow this link: [http://www.unevaluation.org/document/detail/100](about:blank)

It is also required to sign a pledge of ethical conduct upon acceptance of the assignment. The Pledge can be downloaded from the following [link](http://www.unevaluation.org/document/detail/2866)

Annex

[Integrating Gender Equality and Human Rights in Evaluation - UN-SWAP Guidance, Analysis and Good Practices](http://www.unevaluation.org/document/detail/1452)

Inception Report Template

1. Background and introduction
2. Purpose and scope
3. Approach and methodology
4. Evaluation tools
5. Detailed work schedule
6. Evaluation matrix
7. Inception period interviews conducted
8. Reporting
9. Implementation arrangements and responsibilities
10. Risks and limitations

1. *https://unsdg.un.org/resources/united-nations-sustainable-development-cooperation-framework-guidance* [↑](#footnote-ref-2)
2. *https://info.undp.org/sites/bpps/SES\_Toolkit/SitePages/Programming%20Principles.aspx* [↑](#footnote-ref-3)
3. The twin-track approach combines mainstream programmes and projects that are inclusive of persons with disabilities as well as programmes and projects that are *targeted* towards persons with disabilities. It is an essential element of any strategy that seeks to mainstream disability inclusion successfully. Also, see chapter 9 of the Technical Notes. Entity Accountability Framework. United Nations Disability and Inclusion Strategy: <https://www.un.org/en/disabilitystrategy/resources> [↑](#footnote-ref-4)
4. This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan. [↑](#footnote-ref-5)
5. The twin-track approach combines mainstream programmes and projects that are inclusive of persons with disabilities as well as programmes and projects that are *targeted* towards persons with disabilities. It is an essential element of any strategy that seeks to mainstream disability inclusion successfully. Also, see chapter 9 of the Technical Notes. Entity Accountability Framework. United Nations Disability and Inclusion Strategy: <https://www.un.org/en/disabilitystrategy/resources> [↑](#footnote-ref-6)
6. UNEG, ‘Ethical Guidelines for Evaluation’, 2020. Access at: <http://www.unevaluation.org/document/detail/2866> [↑](#footnote-ref-7)